

Finance and Resources Committee

10.00am, Thursday, 17th March 2016

Community Transport – Public Social Partnership Arrangements

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| Item number | 7.16 |
| Report number | |
| Executive/routine | Executive |
| Wards | All |

Executive summary

This report seeks Committee approval to enter into a Public Social Partnership (PSP) with a number of Third Sector Community Transport organisations. The Public Social Partnership will enable Community Transport organisations and the City of Edinburgh Council to work in partnership to provide high quality transport services for people with mobility impairments and Third Sector groups in a way that delivers efficiencies and helps meet the increasing demand for accessible transport that arises from demographic changes.

The PSP aims to deliver a genuine and lasting partnership between City of Edinburgh Council and the Community Transport sector in Edinburgh to support the remodelling and development of innovative, integrated and flexible transport solutions, and build the capacity of the Community Transport sector to be able to deliver a sustainable cost effective infrastructure.

Links

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| Coalition pledges | P1 , P30 , P37 and P47 |
| Council outcomes | CO3 , CO13 , CO14 , CO22 , CO26 and CO27 |
| Single Outcome Agreement | SO1 |

Finance and Resources Committee

Recommendations

It is recommended that the Committee:

- 1.1 Agrees to enter in to a three year Public Social Partnership (PSP) between the City of Edinburgh Council and the Community Transport Providers (Lothian Community Transport Services, Handicabs Limited, South Edinburgh Amenities Group, Pilton Equalities Project, DOVE Transport) for the purpose of providing community and accessible transport to a range of groups and people with mobility impairments.
- 1.2 Agrees to invest £757,028 per annum in to the PSP for the period 1 April 2016 – 31 March 2019 (the equivalent to the current level of funding provided to the five Community Transport organisations).
- 1.3 Notes the collective intention to address the Compact Partnership Strategy 2015-2020 to find cooperative solutions to service and budget pressures, prevention and mitigation of poverty and inequality.
- 1.4 Notes that Lothian Shopmobility is not included within the Community Transport PSP and that funding remains in place for this service for the next 12 months.

Background

- 2.1 At its meeting on 24 September 2015, Finance and Resources Committee considered a report on developing a PSP with Third Sector organisations for the provision of community and accessible transport and agreed:
 - to approve the development of a PSP with Community Transport providers for the provision of accessible transport on behalf of the Council for the next three years.
 - to note the intention to bring back a further report seeking approval to formally enter into a PSP with funding for the next three years.
- 2.2 Subsequently, on 26 November 2015, Committee agreed the extension to the existing Service Level Agreements with the five Community Transport providers for a further 12 months as follows:

| | |
|--|----------|
| Lothian Community Transport Service (LCTS) | £150,591 |
| South Edinburgh Amenities Group (SEAG) | £98,847 |
| HcL (formerly Handicabs) Dial a Ride | £341,435 |
| HcL Dial a Bus | £106,555 |

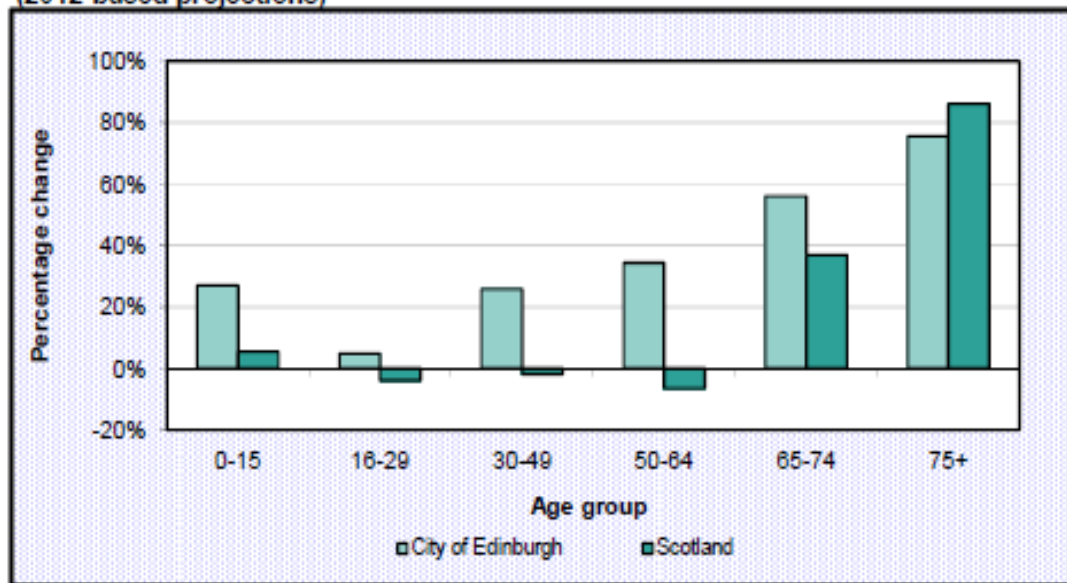
Pilton Equalities Group (PEP) £29,800

Dove Transport £29,800

Demand for Accessible Transport

2.3 The demand for community and accessible transport is expected to increase over the next 20 years as a result of significant demographic changes. As the graph below demonstrates the percentage of Edinburgh's population who are in the 65+ years age group is projected to increase significantly by nearly 60% and with an increase of nearly 80% of those who are in the 75+ years age group.

Percentage change in population in City of Edinburgh and Scotland, 2012-2037 (2012-based projections)



2.4 As well as an increase in older age groups, Edinburgh in common with other parts of Scotland is also seeing an increase in the number of children who require Additional Support for Learning (ASL). In 2014-15 21% of children in the Council's school's provision required significant additional support.

Table 1: Edinburgh population with significant Additional Support for Learning needs

| | 2009/10 | 2010/11 | 2011/12 | 2012/13 | 2013/14 | 2014/15 |
|--|---------|---------|---------|---------|---------|---------|
| Pupils with significant ASL all needs in schools | 7127 | 7436 | 7374 | 8506 | 9,383 | 9,754 |
| % CEC school age population | 15% | 16% | 17% | 19% | 20% | 21% |

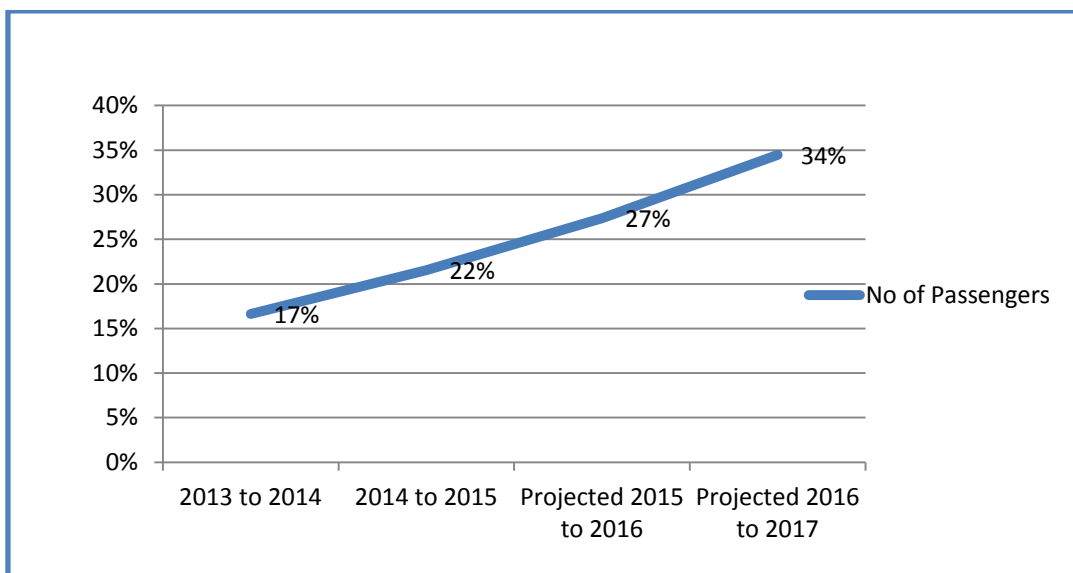
2.5 The current projected increases in the school population for the period 2016-18 indicate the prospects for further growth as the table below demonstrates. While not all children requiring ASL will necessarily require accessible transport, ASL is a further high level indicator for the level of demand for this provision.

Table 2: Projected Primary School Population Growth 2015 -18

| Year | Primary School Population | Likely to require ASL at 21% |
|------|---------------------------|------------------------------|
| 2015 | 28,804 | 6049 |
| 2016 | 29,846 | 6268 |
| 2017 | 30,582 | 6422 |

2.6 Over the past 3 years Passenger Operations have seen an increase from 16,000 to 38,000 individual passengers as at February 2016. By 2016-17 it is projected that there will be a 34% increase in the number of individuals being provided with transport by the Council. The rise in demand for transport provision is increasingly being met through taxis and private hires. In Children and Families the number of taxis journeys rose from 11,797 in 2011-12 to 18,574 in 2014-15 and in Health & Social Care it rose from 38,063 to 44,483 for the same period.

% increase in number of passengers being provided with transport 2013 - 2017



2.7 In addition to the increasing demand for accessible transport resulting from demographic changes there is a risk that the capacity to meet this demand will be inhibited by the diminishing pool of drivers with automatic entitlement to drive minibuses. Changes by the DVLA mean that drivers under the age of 36 years

of age will not have a (D1) entitlement on their driving licence and will need to stake a driving test to acquire a D1 license. This will have implications for training drivers to acquire or re-acquire the D1 entitlement.

- 2.8 The PSP intends to develop a strategic response to this increasing demand by working together to redesign and co-produce flexible transport solutions that will assist the Council to better manage these pressures and increase capacity while simultaneously reducing the rising cost and volume of individual taxi journeys.

Main report

- 3.1 In the context of Community and Accessible transport, the Council arranges over 600,000 passenger journeys using:

- Internal fleet of passenger buses;
- Home to School contract (primarily private bus and minis bus operators)
- Unescorted Passenger journeys contract (taxis); and
- External hire of buses.

- 3.2 Discussions have taken place with third sector community transport providers on how they can work more closely with the Council to help meet the increasing demand for transport provision for people with mobility impairments.

- 3.3 The Community Transport providers, collectively, have 150 years of experience in designing and delivering their services. It is important to recognise the work that has already been achieved by the five Community Transport providers as five separate organisations over the past 12 months:

- Delivery of Community Transport to over 470 services, voluntary organisations and charities; including services for older people, carers, children and young people, people with physical disabilities, people in recovery from mental health and distress, veterans, and those with sensory and visual impairments;
- Delivery of 280,000 passenger journeys;
- Developing plans in consultation with NHS Lothian to support patients delayed in hospital;
- Working with the Council on pilot schemes that have led to improved outcomes for people with multiple disabilities while simultaneously delivering savings for the City of Edinburgh Council; and
- Starting to put in place actions to mitigate the impact of D1 driving licence restrictions on Council services and third sector organisations.

- 3.4 Community Transport providers have confirmed their commitment to work with the Council to implement a PSP and redesign services to help meet the increasing demand for accessible transport. A Memorandum of Understanding will be put in place following Committee approval to enter into the PSP.

- 3.5 The Council and Community Transport providers have successfully secured Scottish Government funding to procure a modern, compatible Booking and Scheduling system that will assist the PSP to plan and organise passenger journeys far more efficiently. The Booking and Scheduling system will also be used to plan and arrange all the Council's passenger journeys including, Home to School, not just those delivered through the PSP.
- 3.6 In order to test the potential benefits that could be delivered by the PSP a number of Community Transport providers have been working with the Council to provide journeys to a number of customers who the Council were providing taxis to in order that they could attend day centres and other services. This has proved very successful and although a relatively small scale pilot, has realised £200,000 in savings as well as providing an improved level of service to people with multiple disabilities and their families.
- 3.7 The PSP represents the Council's and Community Transport providers strategic choice to harness existing resources and target future investment to:
- Reduce expenditure and achieve savings on taxi spend, currently projected at £7m over the next three years;
 - Mitigate the impact of D1 driving licence restrictions in order to increase resilience and capacity with the community and accessible transport sector and avoid increasing reliance on individual taxi travel;
 - Develop strategic responses to demographic pressures; and
 - Work with the Community Transport providers to provide sustainable, affordable transport services that will support Health and Social Care Integration, the transformation to the Locality Model and meet the needs of people with mobility impairments and third sector groups.
- 3.8 The PSP will be monitored and evaluated against the aims and objectives contained within the Memorandum of Understanding. Performance and progress against the objectives will be reported through the Governance Structure and to committee on an annual basis.
- 3.9 The development and implementation of the PSP will prioritise and reduce taxi journeys, bring forward further projects to increase capacity and help to meet increasing demand.
- 3.10 As previously stated the Community Transport providers have already invested considerable time and resources in developing the PSP model as a means to achieving a long term strategic partnership. This has been demonstrated in the development, implementation and evaluation of "pilot projects", repositioning of business to support the PSP and securing support from Edinburgh Voluntary Organisations' Council (EVOC).
- 3.11 EVOC and the Community Transport organisations support the Public Social Partnership model and the strategic fit with the Cooperative Capital Framework and Community Empowerment (Scotland) Act 2015.

Governance

3.12 It is essential to the success of the PSP that governance arrangements are put in place as soon as possible in order ensure:

- Services are not designed in isolation;
- Delivery of better, more efficient services which achieve key outcomes for service users;
- Greater agility to find creative solutions to service user demands and needs;
- Preventative action to keep service users living in their communities and out of hospital;
- Break down intra-organisational bureaucratic barriers and risk averse
- Cultures;
- Delivery of efficiency and quality; and
- Promoting the sharing and transfer of skills and knowledge between partners.

3.13 The roles and remit of the groups within the governance structure (see Appendix 1) are outlined below:

- **Governance Group** - representation from both the Public and Third Sector partners to maintain the PSP principle of equal partnership, and allow key decisions and approval processes to be made jointly.
- **Project Team** - Managed by the Senior Project Manager, the PSP project team assumes responsibility for progressing the project and completing tasks which have been identified in the project plan.
- **Communications Group** - Ensures progress is shared with those organisations wishing to be kept informed or consulted on progress made by the PSP but not involved in the core project work.
- **Service user consultation** - used to deliver bespoke sections of the design of engagement process e.g. interviewing other service users to assess strengths and weaknesses of the existing service and/or any gaps in provision.

Measures of success

4.1 Key measures of success for funding the PSP for the next three years will be:

- Business continuity to 450–470 third sector groups and 40,000 individuals in receipt of transport, including people with mobility problems, adults with learning disabilities, older people, and children with additional support needs;

- Addressing the impact of increasing demand from demographic changes and reducing the spend on individual taxi journeys;
- Opportunities to achieve savings in Council budgets over the three year lifecycle of the PSP;
- Prioritising resources in a structured and sustainable way;
- Addressing and mitigating the impact of D1 licence restrictions within the PSP;
- Demonstration of outcomes from the Edinburgh Compact Partnership Strategy 2015; and
- Development of a long term customer focussed Action Plan for community and accessible transport provision by the third sector, informed by customer/service user consultation and engagement.

Financial impact

- 5.1 Currently the five Community Transport providers collectively receive funding of £757,028 per annum on the basis of individual service level agreements. The Community Transport providers will continue to receive this funding but through the PSP.
- 5.2 The Council spends £2.1m on taxis and £18.7m on external contracts and in-house fleet in order to meet the needs of Edinburgh's most vulnerable citizens.
- 5.3 It is anticipated that the services provided by the PSP will help realise savings and efficiencies in transport costs for Health and Social Care and Communities and Families.

Risk, policy, compliance and governance impact

- 6.1 The PSP model which is supported by the Scottish Government has been identified as providing the most flexible and appropriate option for commissioning and developing new community and accessible transport provision with third sector partners. The Scottish Government has produced a 'Guide to Forming and Operating a Public-Social Partnership' which defines a PSP as a 'strategic partnering arrangement which involves the third sector earlier and more deeply in the design and commissioning of public services'.
- 6.2 The PSP also fits with the Council's aim of partnership working and co-design and co-production of services with partners including those in the third sector.
- 6.3 The PSP is intended to support individuals and groups to maximise independence by supporting people and organisations to access resources within neighbourhoods, achieving reliance and reducing social isolation.

Equalities impact

- 7.1 An Equalities and Rights Impact Assessment is being undertaken as a core part of Stage 2 of the review of community and accessible transport and is ongoing. A separate report to Corporate Policy and Strategy Committee is expected in April 2016 with a final ERIA and feedback from Public Consultation.
- 7.2 A further assessment will be scheduled at the end of 2016/17 to identify whether the needs of third sector groups are fully addressed during the ongoing period of service re-design.
- 7.3 The contents of this report do not detract from the delivery of the general public sector duties. The work carried out by the Third Sector Community Transport organisations as described in this report does not infringe upon the ten elements of Human Rights and makes a positive contribution to advance equality of opportunity by having due regard to:
 - removing and minimising disadvantage; and
 - meeting the needs of particular groups that are different from the needs of others.

Sustainability impact

- 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 Council requires all reports and procedural matters to comply with all aspects of Strategic Environmental Assessment. The SEA toolkit was used to define and scope this report.

Consultation and engagement

- 9.1 There has been extensive consultation with the community transport providers concerning the development of the PSP.
- 9.2 Consultation and engagement with stakeholders is ongoing and a Public Consultation is scheduled for February 2016.
- 9.3 The Review of Community and Accessible Transport has engaged with 16 organisations and 350 people who use a mix of Community Transport, concessionary travel and taxi cards.

Background reading/external references

1. [Review of Community and Accessible Transport – Phase 1 Report: Corporate Policy & Strategy Committee: 4 November 2014](#)
2. [Review of Community & Accessible Transport – Working Group Report: Corporate Policy & Strategy Committee: 20 January 2015](#)

3. [Review of Community and Accessible Transport – Stage 2 Report: Corporate Policy & Strategy Committee: 9 June 2015.](#)
4. [Edinburgh Community Transport Organisations Group Report – EVOC 2012](#)
5. [Research into Social & Economic Benefits of Community Transport in Scotland – Transport Scotland 2015](#)
6. [Edinburgh Compact Partnership Strategy 2015 to 2020](#) (Draft)
7. [Community Transport – PSP Development – Finance & Resources Committee – 24 September 2015](#)
8. EVOC Report – Coproduction and Competitive Tendering – 3 December 2015
9. [Implications for Co-production & Procurement – Finance & Resources Committee 14 December 2015.](#)

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Links

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| Coalition pledges | <p>P1 – Increase support for vulnerable children, including help for families so that fewer go into care.</p> <p>P30 – ~Continue to maintain a sound financial position including long-term financial planning.</p> <p>P37 – Examine ways to bring the Council, care home staff and users together into co-operatives to provide means to make life better for care home users.</p> <p>P47 – Set up a city-wide Transport Forum of experts and citizens to consider our modern transport needs.</p> |
| Council outcomes | <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 others.</p> <p>CO22 – Moving efficiently – Edinburgh has a transport system that improves connectivity and is green, healthy and accessible.</p> <p>CO26 – The Council engages with stakeholders and works in partnership to improve services and deliver on agreed objectives.</p> <p>CO27 – The Council supports, invests in and develops our people.</p> |
| Single Outcome Agreement | <p>SO1 – Edinburgh’s economy delivers increased investment, jobs and opportunities for all.</p> |
| Appendices | <p>Appendix 1 – Community Transport PSP Governance Arrangements</p> |

Appendix 1 – Community Transport PSP Governance

