

# Health, Social Care and Housing Committee

10am, Tuesday, 16 June 2015

## Assisted Transport and Travel

<b>Item number</b>	7.4
<b>Report number</b>	
<b>Executive/routine</b>	
<b>Wards:</b>	All

### Executive summary

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The City of Edinburgh Council is committed to promoting independence across all areas of service provision. We seek to ensure people are able to live as independently as possible within their own communities and continue to travel as independently as possible. We recognise the beneficial effects of independent travel related to individual health and wellbeing. The provision of assistance with transport can help people to access work, leisure and key services promoting health and facilitates key elements of Self Directed Support (Scotland) Act 2013.

The provision of transport, its adequacy and its ability to meet the needs and aspirations of older people and people with disabilities features in every discussion on services and support with service users and their carers.

While the implementation of a Transport/Travel Policy can provide clarity and transparency to transport/travel arrangements the systemic improvements in the allocation of transport can lead to improved customer experience and greater efficiency within the organisation.

The Policy seeks to reduce dependency on transport provided by the Council and to improve access local community-based services.

### Links

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<b>Coalition pledges</b>	P1, P30, P37, P38, P47
<b>Council outcomes</b>	CO3, CO13, CO14, CO22, CO26, CO27
<b>Single Outcome Agreement</b>	SO1, SO2

The current systems and processes need to reflect changes in the way that Health and Social Care is accessed by service users.

The implementation of the Transport and Travel Policy/Procedure will contribute to adequate provision of transport services making an impact on the lives of older people and people with disabilities, when provided at the right times, with the right supports, in personalised service provision, and which reflects the outcomes which are recognised as essential to health and well-being.

This policy has been developed to provide a strategic approach to delivering transport that is consistent and transparent and clearly outlines the framework through Health and Social Care assesses and organises transport on behalf of service users. The policy applies to all adults aged 18 years and above who access services provided directly or commissioned by Health and Social Care.

The aim of this policy is to reflect local and national priorities and complements the City of Edinburgh Council's approach to delivering Health and Social Care.

The proposed Policy and accompanying procedures will be delivered within a framework of agreed criteria that will enable service users to achieve the best outcomes within a self directed support context.

# Assisted Travel and Transport

## Recommendations

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- 1.1 Note that assisted travel and transport policy will help to reduce duplication, improve service delivery and increase efficiency.
- 1.2 Note that the assisted travel and transport policy, including associated procedures, are essential tools in supporting fair and equitable assistance with travel and transport.
- 1.3 Note that the policy and procedures can be used in conjunction with existing booking and scheduling technology.
- 1.4 Agree the scope and aims of the policy and procedures.
- 1.5 Approve the Assisted Travel and Transport Policy on the basis that it reflects the changing legislative framework that governs the delivery of Health and Social Care. (*Self Directed Support (Scotland) Act 2013*)

## Background

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- 2.1 The Council currently subsidises a wide range of Assisted Transport across Edinburgh. Community Transport provision provides approximately 250,000 passenger journeys to older people and adults with disabilities and fully funds the Taxicard Scheme to the benefit of approximately 8,500 subscribers. Internal Passenger Operations organises and commissions approximately 450,000 Assisted Transport journeys per year.
- 2.2 The current arrangements for the allocation of assistance with travel and transport to older people and people with disabilities are historical and lead to inefficiency.
- 2.3 From analysis of current arrangements and discussion with senior managers, service providers, and Health and Social Care practitioners it has become evident that parameters relating to transport requests were no longer based upon a framework that supports and promotes access to community-based services.
- 2.4 Self travel and travel training initiatives will feature strongly in the provision of assistance with travel and transport and will lead to improved access and health for individual service users.

## Main report

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- 3.1 The aims of The Assisted Travel and Transport Policy and Procedure are to
- Provide a definition of Assisted Transport that provides clarity, equity and fair access to transport and travel arrangements for vulnerable service users.
  - Reflect local and national priorities and complements the City of Edinburgh Councils approach to delivering Health and Social Care.
- 3.2 The Policy is underpinned by key principles:
- Any transport provided must support the person to be as independent as possible.
  - A preventative approach should be taken at all times, to maintain a person's abilities
- 3.3 The Policy is governed by clear eligibility criteria:
- Assisted travel/transport should be considered after all other options have been exhausted and the person has no other support (NB/ This must be evidenced in an application for funding of transport costs)
  - Individuals with a vehicle or powered chair provided as part of the Motability scheme or whom are in receipt of mobility component of DLA/PIP will be expected to use these to contribute to costs, (this is in keeping with guidance provided by other Scottish Local Authorities and voluntary sector organisations, for example ECAS).
  - Assisted travel/transport will only be provided if there is a risk of financial hardship and a failure to provide assisted travel/transport could lead to greater expense at a later date, subject to review and re assessment.
- 3.4 The Assisted Travel and Transport Policy recognises the ways that the council provides services has changed and will continue to develop and evolve with the impact of adult health and social care integration (as set out in the Public Bodies (Joint Working) (Scotland) Bill 2013) and implementation of the [Self-Directed Support \(Scotland\) Act 2013](#).
- 3.5 The proposed policy and procedures takes into consideration recommendations made in Transport for Health and Social Care (Audit Scotland 2011), *“considering transport needs when planning and delivering services can help*

*make services more efficient by getting people to the right place at the right time”.*

## Measures of success

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- 4.1 The provision of assistance with travel and transport for vulnerable older people and people with disabilities will reflect individual needs and capabilities on the basis of assessment.
- 4.2 The proposed policy and procedures will reduce duplication and provide an equitable way of delivering assistance with travel and transport while protecting vulnerable people and providing clarity to the roles of professionals.
- 4.3 The proposed policy and procedures make provision for the periodic review of service users needs within Self Directed Support (Scotland) 2013 and will enhance outcomes for individuals.
- 4.4 The proposed policy and procedures will help Health and Social Care services be more efficient by reducing waste and duplication and ensuring service users receive the right transport and travel assistance at the right time.
- 4.5 The application of the proposed policy within the context of self directed support will signpost people to access community-based support.

## Financial impact

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- 5.1 The implementation of the policy and procedures will improve efficient use of available resources while targeting those resources where they are needed most.
- 5.2 Self-travel initiatives and advice could achieve savings as people are encouraged and supported to use public transport.

## Risk, policy, compliance and governance impact

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- 6.1 Throughout the development of the Assisted Travel and Transport Policy and Procedure Stage a RIAD (Risks, Assumptions, Issues and Dependencies) Log has been maintained in conjunction with The Review of Community and Accessible Transport.

## Equalities impact

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- 7.1 For details of the completed [Record of Equality and Rights Impact Assessment \(ERIA\)](#) form, contact the named author of the policy.

## 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. 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 policy and procedural matters to comply with all aspects of SEA. The SEA toolkit is used to define and scope this policy.

## Consultation and engagement

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- 9.1 A stakeholder analysis was undertaken as apart of the Review of Community and Accessible Transport and 3 seminars have been held in order to engage EVOC and Third Sector Providers.
- 9.2 Service Providers and Social Work Practitioners have been consulted and have shaped the proposed Policy and Procedures.
- 9.3 On going consultation and engagement sessions are planned with service users as agreed within the Review of Community and Accessible Transport.

## Background reading/external references

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Transport for Health and Social Care – Audit Scotland 2011 [http://www.audit-scotland.gov.uk/docs/health/2011/nr\\_110804\\_transport\\_health.pdf](http://www.audit-scotland.gov.uk/docs/health/2011/nr_110804_transport_health.pdf)

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## Links

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<b>Coalition pledges</b>	<a href="#">P1</a> <a href="#">P30</a> <a href="#">P37</a> <a href="#">P38</a> <a href="#">P47</a>
<b>Council outcomes</b>	<a href="#">CO3</a> <a href="#">CO13</a> <a href="#">CO14</a> <a href="#">CO22</a> <a href="#">CO26</a> <a href="#">CO27</a>
<b>Single Outcome Agreement</b>	SO1
<b>Appendices</b>	

# Assisted Travel/Transport

**Implementation date:**

## Control schedule

**Approved by**

**Approval date**

**Senior Responsible Officer**

**Author**

Frank Henderson, Change and Development Manager

**Scheduled for review**

## Version control

Version	Date	Author	Comment
0.1			

## Committee decisions affecting this policy

Date	Committee	Link to report	Link to minute
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# Assisted Travel/Transport

## Policy statement

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- 1.1 Adult social care services face considerable challenges in order to address identified current and future demographic pressures. Transport/travel is integral to the delivery of preventative and proactive care services that enable people to participate in their community and neighbourhood.
- 1.2 The City of Edinburgh Council is committed to improving access to transport in a fair and equitable way. This policy aims to reflect national and local priorities by promoting independence; prevention; choice and control; healthy living; improved quality of life; dignity; and provision of local accessible services.
- 1.3 The way that the Council provides services has changed and will continue to develop and evolve with the impact of adult health and social care integration (as set out in the Public Bodies (Joint Working) (Scotland) Bill 2013) and implementation of the [Self-Directed Support \(Scotland\) Act 2013](#).
- 1.4 The provision of transport is a key concern for older people and people with disabilities. In addition, it is integral to the Council's prevention policy, which seeks to address inequalities in health and to promote social inclusion.
- 1.5 An increasing number of people who receive care at home are making use of community-based facilities for day care, hospital, community treatment rehabilitation, and social care and support. In addition, there is a large uptake of universal services (leisure and culture, sport, arts, lifelong learning). These factors combined have changed the nature and demand for transport.
- 1.6 The objective of the policy is to reduce dependency on transport provided by the Council and to improve community transport links – and at the same time to maximise independence and the use of community-based resources.
- 1.7 The policy will provide a strategic approach to transport that is consistent with the Edinburgh Health and Social Care Partnership's strategic objectives, which are to:
  - develop preventative services and anticipatory care
  - develop effective personalised services and person-centred pathways of care
  - improve and increase support for carers
  - help people improve and maintain their independence



- develop the capacity and involvement of communities
- integrate and improve our approaches to public protection
- improve quality through the delivery of care and support services that are safe, effective and sustainable
- reduce poverty, inequalities and unequal health outcomes
- engage with all our stakeholders to improve people's experience of health and care services
- engage, support and develop all staff across sectors

## Scope

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- 2.1 The policy applies to adults and sets out how an individual is assessed as eligible for funding for transport by Health and Social Care.

## Definitions

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- 3.1 DLA – Disability Living Allowance
- 3.2 PIP – Personal Independence Payments
- 3.3 Community transport – available for people who cannot use ordinary public transport. Generally, these are people without their own transport who:
- are older and/or frail
  - have a disability (permanent or temporary)
  - are recovering from enduring mental health and distress
  - need to use a wheelchair
  - have mobility difficulties, which make travel by ordinary public transport difficult, unsafe, or impossible
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## Policy content

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- 4.1 There are 13 key criteria, which highlight when assisted travel/transport should be delivered:

### **Principles**

- 1) Any transport provided must support the person to be as independent as possible
- 2) A preventative approach should be taken at all times, to maintain a person's abilities

### **Eligibility**

- 3) Assisted travel/transport should be considered after all other options have been exhausted and the person has no other support (this must be evidenced in an application for funding of transport costs)
- 4) Generally, assisted travel/transport will be provided if:
  - statutory powers are in place and a person is attending a service as per an agreed care programme approach ([Mental Health Care and Treatment \(Scotland\) Act 2003 \(s27\)](#))
  - statutory powers are in place to address risk issues and ensure compliance with a care and support plan (Mental Health Care and Treatment (Scotland) Act 2003 (s27))
  - there is no other appropriate transport alternative, due to specific health and safety issues identified by the service (Mental Health Care and Treatment (Scotland) Act 2003 (s27))
  - a carer is caring for more than one dependant and the competing demands mean that the carer is not in a position to provide assistance with transport – to be approved by a senior social worker and the Health and Social Care transport advisor
  - there is a risk of financial hardship and a failure to provide assisted travel/transport could lead to greater expense at a later date – to be agreed with the transport advisor in the short term, subject to re-assessment

### **Application**

- 5) The agreement to fund assisted travel/transport is to be authorised by a senior social worker and the Health and Social Care transport advisor.

### **Process**

- 6) Assisted travel/transport may be provided, subject to Options 3 and 4 of the self-directed support policy – based on a person's support plan.
- 7) Transport, travel and mobility must feature in a care/support plan if the assessed need requires any travel/transport component of assistance (e.g. escort, taxi, or adapted bus).

- 8) Assisted travel/transport will only be provided where it is clear that such assistance is essential in enabling the person to access community care or rehabilitation services.
- 9) The assessor is able to demonstrate that the support plan for assisted travel/transport meets the agreed outcomes expressed within the person's overall support plan.

### **Cost**

- 10) All assistance with transport is to be provided in the most cost effective way.
  - 11) Concessionary travel and self-travel arrangement(s) must be a primary consideration in any assessment.
  - 12) Welfare/state benefits, such as DLA or PIP should be used to aid mobility and the person must use the benefit(s) to access services.
  - 13) Income maximisation, through a benefits review, will be available – in order to ensure that people are in receipt of DLA or PIP (including the highest possible rate of the mobility component to which the person is entitled).
- 4.2 An arrangement for assisted travel/transport must be the most cost-effective option, and is subject to regular review of the Health and Social Care transport advisor.
- 4.3 Assisted travel/transport may only be granted once all other options have been considered, evidenced and recorded. Resources from Health and Social Care will **not** be allocated to meet transport-related needs in the following cases:
- where the person is able to walk and/or uses assisted mobility (motorised scooter, wheelchair aids, including when this is only for short distances), either independently or with the support of others to get to a local community service (including college); the willingness and/or ability of a carer to undertake the travel/transport task must be assessed and agreed as part of the assessment process; it is acknowledged and understood that some identified conditions mean that a person's physical or mental ability may fluctuate – this should be reflected in the assessment
  - where the person can use public or community transport, such as voluntary transport (for example, Dial-a-Ride, Taxicard), either independently or with support to get to and from community activities, including college
  - where the person receives a state benefit (DLA, PIP) to facilitate their mobility needs and it is reasonable to utilise the benefit for travel/transport purposes, unless the benefit is insufficient to meet the person's identified needs.

- where the person lives in a setting where care and support are funded by Health and Social Care (e.g. residential care)
  - where the person has been provided with a car through Motability, or owns a privately purchased car, the expectation is that this will be made available for travel/transport needs.
- 4.4 The assisted travel/transport policy provides a framework, which is consistent with a range of legislation, including:
- [Adult Health and Social Care Integration](#)
  - [Mental Health \(Care and Treatment\) \(Scotland\) Act 2003](#)
  - [Public Bodies \(Joint Working\) \(Scotland\) Bill](#)
  - [Social Care \(Self-directed Support\) Scotland Act 2013](#)
  - [The Public Services Reform \(Scotland\) Act 2010](#)
  - [The Public Services Reform \(Social Services Inspection\) \(Scotland\) Regulations](#)
  - [The Social Care and Social Work Improvement Scotland \(Requirements for Care Services\) Regulations 2011](#)
  - [The Welfare Reform Act 2012 – Shift from Disability Living Allowance \(DLA\) to Personal Independence Payment](#)

## Implementation

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- 5.1 For details of the completed [Implementation and Monitoring form](#), contact the named author of the policy.

## Roles and responsibilities

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- 6.1 The agreement to fund assisted travel/transport must be authorised by a senior social worker and the Health and Social Care transport advisor.
- 6.2 Service providers and assessors must ensure that all people are encouraged and assisted to travel independently, including making optimum use of public/mainstream transport options and their own financial resources.
- 6.3 The support plan must take account of travel and transport needs within the terms of the indicative budget and support.

## **Related documents**

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- 7.1 Assisted Travel/Transport Procedure [\[hyperlink\]](#) when agreed
- 7.2 [Application for Assistance with Travel](#)

## **Equalities and impact assessment**

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- 8.1 For details of the completed [Record of Equality and Rights Impact Assessment \(ERIA\)](#) form, contact the named author of the policy.

## **Strategic environmental assessment**

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- 9.1 With reference to Environmental Assessment (Scotland) Act 2005, the City of Edinburgh Council requires all policy and procedural matters to comply with all aspects of SEA. The SEA toolkit is used to define and scope this policy.

## **Risk assessment**

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- 10.1 The risk assessment has been conducted in conjunction with the Review of Community and Accessible Transport and subsequent Project Initiation Documents submitted to the Board and Project Sponsor.

## **Review**

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- 11.1 The policy and associated procedures will be reviewed within 12 months, subject to any further changes in legislation.