

**A DRAFT STRATEGY FOR TRAVEL SUPPORT AND
TRANSPORT FOR ADULTS
2012-2017**

THIS IS A DRAFT FOR DISCUSSION

Any subsequent changes to service delivery which might be recommended following this discussion would be subject to formal consultation in the boroughs concerned.

July 2012

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1 INTRODUCTION

- 1.1 The ability to travel, to get out of the house, go to work or college, shop, visit family and friends, attend GP or hospital appointments, go to sports or other events or just move about within the neighbourhood and city, is something which many of us take for granted. However, for people with impaired mobility, travel can be the biggest challenge of every day.
- 1.2 Over the years various types of travel support have been provided and developed, through national, regional or local government, the NHS, and local community support and charitable organisations. These include offers of Wheelchairs and Mobility Scooters, Adapted Cars, Mobility Allowance and Attendance Allowance, Blue Badges and Taxicards, Freedom Passes, Hospital Transport and refund of Travel to Hospital costs, Dial a Ride, Community Transport Services and Volunteer Car Schemes.
- 1.3 With the implementation of the Disability Discrimination Act 1995, significant improvements have been made in accessibility of public transport – buses, tubes and taxis – and attitudes to those travellers with mobility difficulties have improved to some extent. Councils have increasingly commissioned travel training or buddies to support people who may be nervous or inexperienced to get used to using public transport or provided escorts where this is needed.
- 1.4 The current economic climate provides a context within which it is imperative that funding to support travel is used well and really meets the needs of local people. Significant funding is spent on the various forms of transport provided by local councils and Transport for London (TfL), yet they do not always meet people's needs. People's expectations have risen and a more personalised response to travel support is called for, both to promote independence and to make more effective use of the various modes of transport and travel support available.
- 1.5 The three councils have decided to pool their experience and knowledge to undertake a review of transport and travel, with a view to establishing better systems for understanding individual needs; providing information and advice on travel support available; and commissioning specific travel support where this is not available from other sources. We believe that the duty of councils in relation to vulnerable adults is to facilitate access to travel, whilst not necessarily funding all travel support.

- 1.6** We aim to work with Transport for London (TfL), London councils and the Greater London Authority (GLA), and with the Department of Work and Pensions (DWP) and the NHS, to ensure that we provide a comprehensive travel support service which complements the other support available from regional and national government.
- 1.7** This strategy reviews current patterns of transport provision in the three local authority areas and maps the changing needs of our population to provide a basis for future planning of travel support. More importantly it sets out a vision of a very different travel support offer for the future, one which is flexible enough to meet individual needs and expectations and which is able to make use of the fast changing technology to meet those needs.
- 1.8** We are taking this draft strategy out for discussion and are keen to hear the views of all those who have an interest in travel support – people who may need it themselves, families and carers, staff in health and social care or in the transport and travel business, community groups and representatives.

2 VISION

- 2.1** The central theme of the vision is moving from a reliance on traditional community transport services to a greater emphasis on Travel Support. Travel support includes training, buddying and financial support to enable people to use mainstream public transport including taxis and private hire vehicles. Community transport services relate to accessible transport (and often escorts) specifically commissioned to take people to identified destinations.
- 2.2** The vision focuses on people having the right travel support and transport when they need it, which means that people access the full range of transport options available, which can vary even within the same day. Travel support will also enable the three Councils to provide personalised, efficient and cost effective transport.
- 2.3** Consultation with transport users has led us to identify five elements within a personalised and efficient adult travel support service. These are:
 - Travel support that people need, when they need it
 - Travel support that creates and supports independence, health and well-being
 - Travel support that is as simple to use as possible
 - Travel support that enables people to use a range of types of transport that are flexible to meet a person's needs
 - Travel support that offers a mix of free, subsidised and full pay transport options

3 AIMS

Aims: what we want to do to meet the vision

- 3.1** Travel support is a more person centred approach looking at what people want to do with their lives and what support and type of transport a person requires to meet their travel needs. It is linked to the personalisation of adult social care services, social inclusion, independence, the localism agenda and achievement of greater health and wellbeing.

Develop travel support

- 3.2** Travel support should also maximise the range of accessible and community transport options available to an individual and encourage them not to just continue with the one form of transport they may have always used.

Have good information about travel support

- 3.3** Good accessible information and advice on the range of services which can help with travel, including allowances and travel cards as well as transport options available is essential to enable people to have choice and control of their travel support.

Travel support that creates and supports independence, health and well-being

- 3.4** Enable people with mobility needs and those who are vulnerable to remain in and travel around their local communities across London if required.

Travel support that is as simple to use as possible

- 3.5** Provide travel training, and advice, and where appropriate a system for booking transport which is user friendly, simple and quick to use.

Have a range options that are flexible to meet a person's needs

- 3.6** Have a range of vehicles and support that can cater for different needs at different times of the day.

A mix of free, subsidised and full pay travel support and transport

- 3.7** Enable people who need travel support to make use of a range of free to full pay transport options to meet their needs through the day including using public transport with support.

4 OBJECTIVES – how we will achieve the aims

Accessible information

- 4.1** Have good quality information on the Councils' websites and in various formats to maximise the use of mobility and travel support from other sources.
- 4.2** For people who do not require an assessment but are looking for some help with mobility we will publish links to all other travel support sources including mobility allowances, Freedom Passes and Blue Badges, and NHS transport support, that are easy to find and use. We will connect people to the TfL information on accessible transport and route finder services and other advice lines such as Transport for All (www.transportforall.org.uk).

Commission personalised travel planning

- 4.3** All people assessed as qualifying for travel support will have a plan which will identify their needs, ensure they have obtained all available assistance, and have identified the best and most cost effective way to support them to travel. An advice line could be available for supplementary information once their travel support is in place.
- 4.4** We will ensure that options such as powered wheelchairs, motorised scooters or travel training to use public transport are considered in travel planning along with associated factors such as storage and maintenance.
- 4.5** Where people need an assessment for eligibility for mobility support we will work with partners to ensure that only one assessment needs to be undertaken (e.g. for blue badge and taxicard).

Collaborate with the NHS

- 4.6** A major use of transport is travel for healthcare. Transport to health care comprises of Patient Transport Services (PTS - funded and commissioned by the NHS) and a mix of other services such as the Westminster Health Link, Volunteer Care Scheme and other community transport services as well as use of Taxicard. The councils will work with the local NHS to develop a more flexible and cost effective system for local residents to attend health institutions.

Commission a range of transport providers

- 4.7** Transport providers will be selected with ability to be flexible and easy to use booking systems, on-line, telephone and face to face; and are value for money.
- 4.8** Whether the councils commission transport providers, or support people to make their own arrangements through personal budgets or self funding, we

will be looking for transport providers who can achieve these standards to meet people's travel needs.

- 4.9** There will still be some direct council funded provision of travel support and transport for people who meet eligibility criteria for social care and whose needs can best be met through a contracted service rather than a personal budget. This may include those attending regular day care. We do expect to see a reduction in this sort of transport contract with an increasing emphasis on personal budgets (including travel) and individual travel solutions.
- 4.10** We will be considering the most effective way of commissioning a range of travel options including: minibuses, taxis (and escorts if required), community transport services, volunteer car schemes, scooters (purchased and hired), travel mentors and buddies (subsidised by TfL), volunteer escorts, and shopper schemes.
- 4.11** We will consider whether there is scope to jointly commission travel support with the NHS in the future.
- 4.12** We aim to provide a better quality and range of travel support while also delivering savings on transport costs by ensuring that we are commissioning services which meet individual and community needs and making full use of vehicles and escorts.

5 CURRENT PROVISION AND SPEND

Adult Social Care Client Groups¹

- 5.1** Not all adult social care service users require managed transport services and indeed there has been a drive to encourage people to utilise public transport, particularly as this has become more accessible.
- 5.2** The main groups that do currently use community transport services include:
- Older people
 - People with physical disabilities /or sensory impairments
 - People with learning disabilities who have complex physical, sensory and/or challenging behaviour. These include long term health conditions

¹ Separate work is being done on the needs of Children with Special Needs and Looked After Children for passenger transport. If you would like to know more about this please contact Joanne.hay@rbkc.gov.uk

6 TYPES OF ACCESSIBLE TRANSPORT AND SUPPORT CURRENTLY AVAILABLE FOR ADULTS

Provision	Details	Management and Funding	Current providers
Blue Badge Called Purple Badge and White Badge scheme in RBKC and WCC respectively	National scheme, that allows disabled people to park a car free for a short period. Due to high demand of parking in central London, RBKC and WCC operate their own schemes, limiting concessions available elsewhere in the UK	National, administered borough by borough; eligibility assessed by occupational therapist	n/a
Taxicard	Card holders can book and hail certain black cabs at a reduced fare	A London-wide scheme, administered by London Councils and jointly funded by Transport for London and the boroughs – boroughs can vary eligibility	Computer Cab
Freedom pass	Free off peak bus, tube and train pass for London residents on high rate DLA and over the age of 60	London wide, administered borough by borough; funded by the Boroughs on a “no net loss” formula	Councils issue passes provided by TfL
Dial a Ride	Managed by TfL, a free pick-up and drop-off bus service via membership. Can be used for shopping, visiting friends/family, recreational	London wide; eligibility based on permanent or long term disability	Transport for London
Community Transport Services	Varies across the 3 boroughs and includes a fleet of minibuses for voluntary and community use; volunteer car scheme;	RBKC – volunteer driver scheme, scooter and shopper schemes LBHF – Coach Voucher Scheme and	Westway Community Transport H&F Community Transport

Provision	Details	Management and Funding	Current providers
	shopper shuttle; mobility scooter and wheelchair loan schemes.	Development Worker WCC – is commissioning a volunteer car scheme during 2012	Project To be procured in 2012
Travel training and mentoring	Trained volunteers work with people to train and support them to use public transport based on specific routes i.e. to an activity centre, college etc	RBKC – fund AGE UK to deliver a generic older people’s training and stroke survivors LBHF WCC	AGE UK K&C Westminster Employment Service (WES)
Day Services (Day Centre transport)	Various size buses that are wheelchair accessible support people with more complex needs to and from Day Centres with an escort. Increasingly buses are being used more flexibly during day.	RBKC Commission and contract an external provider LBHF Provided in –house for Day Centres and luncheon clubs WCC - Commission and contract an external provider – some Day Centres/ residential homes have their own buses	RBKC- HCT Group LBHF- council run WCC – Vertex
Individual taxis for complex needs	Taxi and escort for people with very complex needs	All boroughs on a spot purchase basis	All/various companies
Transport for community groups	Usually grant funded directly to the community group to enable them to support people to attend who are unable to use public transport	Via Council grants	RBKC –various groups LBHF –Coach voucher scheme WCC -to be procured in 2012 for various groups
NHS	Free service available	PCTs fund hospitals who	Imperial

Provision	Details	Management and Funding	Current providers
commissioned Patient Transport Services (PTS)	for people who meet national eligibility criteria based on medical condition or disability which prevents use of public transport or requires an escort	arrange their own PTS; eligibility assessed by clinicians as part of care pathway Other NHS Trusts also arrange their own PTS E.g. Central London Healthcare	Hospitals use DHL Chelsea & Westminster use Healthcare and Transport Services (HATS) Westway Community Transport
NHS Wheelchairs & Mobility Scooters	NHS free service Or to purchase	PCTs commission wheelchair services – assessment, delivery and maintenance	NRS

7 SPEND BY TRI-BOROUGH COUNCILS

- 7.1** Approximately 80% of each council's Travel Support budget is absorbed by issuing Freedom Pass. For example in Hammersmith and Fulham (LBHF) this represents an annual spend of £8.3m with around twenty five thousand users. In the Royal Borough of Kensington and Chelsea (RBKC) the annual spend is slightly lower at £7.6m.
- 7.2** The transport services provided by Day Centres form the next highest expenditure from the councils Adult Social Care budgets with LBHF at £477,000, the RBKC annual spend is £781,000 and Westminster City Council (WCC) is £629,000.
- 7.3** For the three councils the NHS commissioned patient transport service annual expenditure is £1.879m.
- 7.4** Less than 10% of annual expenditure is made up by the other areas such as Blue Badge, Taxi card, Community Transport, NHS Wheelchairs and Scooters.

8 APPROACH TO TRAVEL SUPPORT IN PERSONAL BUDGETS

- 8.1** Tri-borough councils are at very different stages with this issue, which is mainly focused on moving Day Centre transport passenger journeys to a more personalised approach. There are also further complexities when we look at changing needs as set out in section ten of this strategy, for example the older population favouring traditional services while younger adults may have different requirements and expectations of transport as they age.
- 8.2** The three councils have been investigating the challenge of personalising community transport over the last few years. Kensington and Chelsea developed the travel support planning model and worked with their local providers, the HCT Group and Westway Community Transport, to pilot more flexible approaches. This included maximising the downtime of vehicles to enable more opportunities out of the Day Centres, reallocating one vehicle to be bookable other centres and creating a "Virtual Purse" for Day Centres to book community cars and cabs from Westway Community Transport. The HCT group have also been commissioned to produce a report on personalisation ideas and themes from the pilot.
- 8.3** Hammersmith and Fulham have included transport in their Direct Payment price for a day service session, so people will use an element of this to purchase transport in the future. Westminster have also developed personal transport budget rates through the closure of Day Centres and the move to providing day opportunities and accessible transport as part of a personal budget.

9 USING TECHNOLOGY

- 9.1** Technological advances offer opportunities for better journey planning, navigation and communication, with the potential for further improvements in areas such as reliability and targeted travel information. For example, vehicles can be tracked and texts sent to users to inform them that their car has arrived. As a result disabled people now have more choice in how they get around London and can do so with greater independence.

10 CHANGING NEEDS

- 10.1** Over the next 10 years the older populations of all three boroughs are predicted to increase markedly, especially among the 90+ years age group but also in the younger older age groups in WCC and LBHF. By 2020 the population aged 90+ years is predicted to increase by some 50%. During the same period the number of older people living alone is predicted to increase significantly – those aged 75+ by over a 1,000 in both WCC and K&C and by over 400 in LBHF
- 10.2** As would be expected, the number of older people who have difficulty in managing at least one mobility activity (such as getting up and down stairs and going out doors and walking down the road) is also predicted to increase. In RBKC the number of people aged 85+ who have such difficulty is predicted to increase from 6,100 to 8,050 and in WCC from 6,650 to 7,600. In LBHF the predicted increase is smaller, from 4,430 to 4,864
- 10.3** The complexity in need of people who are using accessible and community transport services is increasing due to a number of factors including the criteria to receive a service being pushed to a higher level, young people in transition aged 16-25 are now presenting with very complex needs both physically and mentally and older people are living much longer, however then having the frailty, impairment and other issues like dementia that then need support to assist them to live in the community.
- 10.4** Reablement, recovery and getting life (volunteering or work) agendas are also contributing to the need for more flexible transport options.
- 10.5** Day Services will be changing in the future which will mean transport that supports going to and from centres and which enable people to do things during the day will need to change as well. The key themes include people having a personal or individual budget to purchase their day services, which could mean people doing different things rather than just going to a centre.
- 10.6** With people living longer and a trend in children with more complex health and social care needs moving into adult social care services, there will still be a need for specialist transport and support, however it is anticipated as people get used to arranging their own care, support and activities that a more flexible approach to the types of transport available and times will be required.

- 10.7** Given the above, there are a number of key issues for commissioning community transport services in the future which are reflected in the vision at the beginning of this paper.
- 10.8** Catering for several generations – whilst personalisation is the way forward, there is a current generation of people who like what they have and don't want to change, so the traditional Day Centre and a bus to and from there is what they want. By comparison, it is anticipated that the new generation of younger old and the new generation of people with disabilities will have higher expectations and embrace more control of their care and support options.
- 10.9** Maintaining some traditional transport – with the level of need increasing, may still require additional formal and traditional transport to be used, for those with very complex needs, who cannot use other transport options.
- 10.10** Flexibility - a range of transport options needs to be available for people to use in the future as they become more used to having personal budgets. Pilots such as the Silver Trail Blazers Travel Support Service in Wandsworth highlight the need for travel mentors that offer people knowledge and brokering to the range of travel and transport options available for them to use based on needs and the funding they have available. For example someone may use a mix of transport on certain days, times, weather based, if their mobility has deteriorated and so on.

11 NATIONAL CONTEXT

- 11.1** Nationally, in recent years there have been significant improvements in the accessibility of public transport as consequence of the Disability Discrimination Act 1995 which requires all new trains, buses, coaches and taxis to be accessible to disabled people, including wheelchair users.
- 11.2** Improvements have been seen in the urban environment with the Department for Transport promoting accessibility to transport infrastructure accessible including the use of tactile paving and advice for disabled pedestrians.
- 11.3** The Department for Work and Pensions (DWP) has introduced the Independent Living Fund (ILF) which delivers discretionary payments direct to disabled people across the UK. This allows individuals the choice and control to purchase personal care and other support services (including transport) to live independent lives in their communities. However, this scheme is now closed to new applicants.
- 11.4** There is also a mobility component of Disability Living Allowance (DLA) available for both adults and children with a disability severe enough to make walking difficult, even when wearing or using an aid or equipment.
- 11.5** In 2011, the government introduced changes to the Blue Badge scheme which is used by more than 2.5 million disabled people. The driver behind the changes was to counter fraudulent use and forgery, but also included improvements to customer experience and efficiency, these included:
- Shared administration between authorities resulting in faster renewals, less abuse and operational efficiency savings of up to £20 million a year;
 - There has been better customer service for badge holders, including being able to apply for and renew badges online using Directgov, as well as access to a new national helpline number. From April 2012 customers will also be able to report lost and stolen badges online;
 - Wider use of independent mobility assessments to determine eligibility. To support this local authorities will now have control of National Health Service spend on Blue Badge assessments; and
 - The scheme has been extended to more disabled children under three years of age and severely disabled Armed Forces personnel and veterans; removing residency requirements for disabled service personnel and their families who are posted overseas on UK bases.
- 11.6** The Social Care White Paper and draft Bill, expected in July 2012, are not expected to contain any radical reform of adult social care funding or new measures for travel to support.

12 LONDON CONTEXT

- 12.1** Transport for London's (TfL) investment in London's transport system, together with the principles and priorities for further investment aims to transform the journey experience for disabled people. To achieve this TfL considers physical accessibility from the point of view of the 'whole journey', to ensure that the transport system is accessible from the start to end by overcoming barriers that exist for some users, thus enabling easier and more spontaneous travel. Although it has some way to go to achieve this vision, improvements are being made all the time. The Mayor's Transport Strategy (MTS) and in particular the Accessibility Implementation Plan includes major new schemes such as Crossrail, the Tube upgrades and Access for All step-free station projects.²
- 12.2** According to TfL, disabled people have identified the time it takes to make a journey is an important accessibility element in the service provided and are aiming to reduce the journey time difference between step-free and non step-free journeys which disabled people make.
- 12.3** However, the London Assembly Transport committee report Accessibility of the Transport Network³, identified significant shortfalls in step-free access and other accessibility measures on London's transport network excluding more than one in 10 Londoners from large sections of the network because buses, trains and stations are not accessible to people with reduced mobility.
- 12.4** Disabled people, also value particularly highly the reassurance and assistance provided by well trained staff. TfL aims to work closely with disabled groups to develop and deliver staff training programmes and monitor the standard of service provided to travellers with disabilities
- 12.5** The 2012 Olympic and Paralympic Games are likely to be a challenge for both able and disabled travellers on the network, but they are acting as a catalyst for accessibility improvements and an opportunity to tackle perceptual and attitudinal barriers that may exist.

13 TRI-BOROUGH STRATEGIES

- 13.1** Independence, reablement and personalisation are three of the key themes which run through the Social Care Mandates⁴ for each of the three boroughs, which reflect both common themes and local variations to meet the needs of their diverse communities.

² www.tfl.gov.uk/travelinlondon

³ London Assembly Transport Committee report: www.london.gov.uk/publication/accessibility-transport-network-london

- 13.2** Each of the boroughs has a new statutory duty to develop joint Health and Wellbeing Strategies through their Health and Well-being Boards. It is in this forum where joint travel support initiatives can be developed as part of an integrated public service approach.
- 13.3** The priorities for the NHS are set out in the Out of Hospital Strategies of the three Clinical Commissioning Groups which aim to meet health and social care needs of residents closer to home, keeping them out of hospital and residential care and enabling them to maintain their independence and wellbeing in the community. It will be important that travel support is not overlooked and should be considered in the development of the reablement and secondary prevention elements of the strategy.
- 13.4** Each of the three boroughs also offer specialised transport services (see section 5 and 6 above).

14 DISCUSSION AND CONSULTATION

- 14.1** Over the next few months we will be discussing this draft strategy with residents in the three boroughs, community organisations, councillors and health and social care staff, as well as statutory partners and transport providers, to check whether we have correctly understood what people need in terms of travel support and transport and to involve people in implementing the proposed changes.
- 14.2** There are many people with many years of valuable experience of using or providing travel services who we hope will contribute to the development of a more responsive and flexible, safe and convenient set of travel support services which benefit the people of our boroughs.
- 14.3** We will take account of the comments received and discussions held in preparing a final version of the Strategy for approval by Councillors. Should the strategy include recommendations for changes in service delivery there would be formal consultation in the borough(s) concerned.

15 IMPLEMENTATION

15.1 We are looking to take forward three main strands of work to implement the strategy and will involve stakeholders in these over the next few months. In broad terms these are set out in the diagram below. They link with other work already being undertaken within the Tri-borough Adult Social Care Business Plan:

- Advice and information on mobility support – with the wider Advice and Information Project – Putting People First which is bringing together a wealth of information and signposting across Tri-borough to health and wellbeing and social care
- Personal travel planning – with the Personalisation Implementation Project which is reviewing how we are embedding a person centred approach into health and social care in assessment, care management and provision of treatment and care
- Commissioning of community transport services – within the wider context of out of hospital strategies and integration of health and social care

15.2 The commissioning programme will be partly dependent on a range of current contracts across the Tri-borough area, both transport specific and transport related such as Day Centres which come to an end at different times. We will be working to ensure that new services are commissioned in such a way as to meet changing needs during the strategy period.

15.3 We are currently working with children's services and Tri-borough procurement to develop our specifications for the procurement of community transport services for the next few years. We are also exploring the scope for collaboration with the NHS on transport services in the Tri-borough area in the future.

16 YOUR COMMENTS

We would welcome your comments on this draft strategy by the 21st September 2012. If you would like to be involved in taking forward particular aspects of it please let us know by contacting peter.mcdonnell@rbkc.gov.uk

Areas of work to implement Travel Support and Transport Strategy for Adults

