Rapport
2007:10
Samhällsbetalda transporter inom Vård och Omsorg – VO-verksamhetens omstrukturering och dess påverkan på samhällsekonomi och viktiga transportpolitiska mål

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Sammanfattning
Vård- och omsorgsverksamheten genomgår sedan en tid tillbaka en omstrukturering bl.a. genom att antalet platser på kommunernas särskilda boenden avvecklas till förmån för vård och omsorg i hemmet. I denna rapport har syftet varit att kvantifiera transporternas del av de totala kostnaderna för hemtjänsten (och annan omsorgsverksamhet i hemmen) samt att jämföra dessa kostnader med ett scenario med en ökad andel äldre i särskilt boende. I studien ingår att undersöka hur VO-verksamheten hanterar sina transporter idag samt hur detta påverka samhällsekonomi och transportpolitiska mål.

Rapporten ingår som en del av ett större forskningsprojekt, med deltagande av Högskolan Dalarna och Dalarnas Forskningsråd, med det övergripande syftet att studera möjligheterna till en bättre samordning och effektivisering av samhällsbetalda transporter inom vård- och omsorgsverksamhet.

Summary
Background, Aim and Method
The health care sector in Sweden is currently in a process of rapid reform and re-structuring. During the last years a decentralisation of housing for elderly people by a reduction in the number of places at dedicated housing units has taken place in favour of home based care. The aim of this study is to quantify the total share of costs for transports used by the home-help service (as well as other home-based care-related activities) and to compare these costs with a scenario consisting of a greater share of living in dedicated housing.

A further objective of the study is to present a cost-benefit assessment of these two scenarios. The study hence intends to contribute to an improved basis for decisions for all of the actors affected in the part of the municipal planning activities possibly involving choices between care in dedicated housing or in the home.
The data collection is to a large extent based on a diary survey of transport activities performed by the home-help service staff in five areas in the municipalities of Borlänge and Falun in the county of Dalarna. The areas selected have a demographical and geographical structure that should be regarded as representative for the Swedish municipalities in total. The survey lasted from 7:00 am until 9:30 pm daily during a week (Monday to Sunday). The different sizes of the areas, variations in the care needs of the receivers of home-help service as well as their geographical spread all contribute to strong variations between the different areas regarding the total travel patterns of the home-help staff. Geographical and administrative pre-conditions to a large extent determine the travel distances and travel times for the staff while individual needs of the clients in the different areas determine the number of trips. The travelling of the home-help staff in the two municipalities is carried out by car, bicycle or on foot. The distribution over travel modes is determined by distances to the clients but also by access to vehicles. In addition to the journal survey of day transports by the home-help service a collection of data from the night staff journeys has been carried out and these have been included in the cost-benefit assessment for the two municipalities.

To obtain an as comprehensive picture as possible of the transport activities in the health care sector data has also been collected regarding the following topics:

- Trips to and from day care for senior citizens suffering from dementia or with other sorts of considerable care needs
- Food transports for elderly
- Transports of equipment within the county of Dalarna
- Transports of patients starting in one of the municipalities of interest
- Person kilometres generated by the home-based health care at one health care centre in Borlänge

**The Diary Survey**

From the diary survey, all of the transport distances were obtained in the form of travel times as well as origins and destinations. The latter consisted of street addresses to clients, staff localities and to petrol and car service stations. A network model over the street networks in Falun and Borlänge was produced in order to calculate the transport work (vehicle kilometres). The model was supplemented with street addresses and matrixes were generated containing the distances between all of these localities. Calculations of travel time, travel distances and vehicle kilometres in the alternative scenario with a greater share of living in dedicated housing were carried out in the same way as regarding the current situation. The basic condition of the scenario was that the number of home-help service clients living in their homes was the same as it was in reality in the year 2002, which implied a reduction of about 20-30 per cent compared to the real figures of 2006. This reduction was assumed to correspond to an equal increase in the number of senior citizens living in dedicated housing. The intention with the scenario was to indicate the effects on transport volumes resulting from different distribution between the two types of housing for senior citizens. The scenario should not be regarded as a real proposal for an alternative policy for either of the municipalities.
Results
The results of the survey indicate that the share of working time used for travelling between the dwellings of the clients by the home-help staff is not insignificant. The transport time varies between 11 per cent in central parts of Borlänge to 17 per cent in some relatively sparsely populated area in Falu municipality.

In the two municipalities investigated, which could be regarded as representative for Swedish municipalities, the number of vehicle kilometres produced by the home-help staff vehicles in connection with the work task itself amount to a total of 2.5 million vehicle km per year. This corresponds to a total cost, including time costs for staff and externalities, of more than 31 million SEK (M€ 3.3). The calculations carried out in this study point out that an alternative scenario resembling the situation in 2002 would imply considerable reductions in the total amount of transports. Recalculated to costs, this would mean a reduced total cost of about five to six million SEK a year by the reduction of transport demand in the two municipalities. The municipalities have a lot to gain from the minimising of transport demand. The effects for the municipality itself constitute 95 per cent of the total effects. Reduced transport demand would thus imply an increase in the time available for the principal tasks, i.e., the health care activities. The external costs in the form of wear and tear, accidents and emissions are quite marginal in comparison (5 per cent) although today’s empirical knowledge and awareness of the development of the climate changes certainly would call for a higher valuation of the climate cost elements.

Conclusions
Based on the experiences from the two municipalities investigated combined with complementary oral and written information from other municipalities, we feel confident enough to draw a number of conclusions which should be generally applicable.

- The difficulties in collecting the desired transport information indicate the fact that possibilities to study the home-help service sector from an overall perspective, where effects and consequences of transport are included, are currently non-existing in many municipalities.

- The time needed for transports constitutes a large cost item as well as the operating costs for vehicles, but the relevant data are difficult to obtain and are usually not explicitly included in the bases of decision for choices between investments in dedicated housing compared to measures needed for senior citizens who keep living in their homes.

- The costs usually referred to people living in dedicated housing are high but not relevant when comparisons are made with the corresponding home-living since the average care needs are different. Comparisons should instead be made for ”the same” individual in different forms of housing.

- To be able to make decisions regarding choices between different forms of housing for senior citizens, also the benefits experienced by the clients from the different
alternatives must be taken into consideration. This knowledge is currently missing to a large extent. There are substantial shortcomings both regarding the collection of peoples’ preferences and how these are evaluated. Apprehensions have been expressed among researchers who mean that the strong focus on reducing the dedicated housing has resulted in a reduced freedom of choice for senior citizens with substantial care needs but also has implied increased costs for the municipalities, at least as indicated by results of the current study.