

# Adult Social Care Committee

Item No:

<b>Report title:</b>	<b>Transport</b>
<b>Date of meeting:</b>	<b>4 July 2016</b>
<b>Responsible Chief Officer:</b>	<b>Harold Bodmer, Executive Director of Adult Social Services</b>

## **Strategic impact**

The Council has responded to the financial challenges facing all local authorities through the development of a new strategy which sets out a direction for the Council to radically change its role and the way it delivers services. This commits the Authority to delivering the Council's vision and priorities, working effectively across the whole public sector on a local basis, and will ensure that the Council's budget of £1.4bn is spent to the best effect for Norfolk people. Adult Social Care is contributing to this vision through the Promoting Independence strategy where people are able to achieve their outcomes through the most independent means possible helping individuals and families to connect easily to the support of their communities and targeting Council's resources where additional support is needed. The aim is to develop a sustainable approach to social care in Norfolk, by working with local communities and changing the mix of service provided we aim to reduce the level of long term packages of care; help people to stay at home longer and provide better use of all resources available to reduce the cost of care packages. Part of this change includes changes to transport and savings in this area.

## **Executive summary**

The report provides an update on the Transport savings and project as requested by the Committee. Various strands of work have and are being carried out including: the reduction in the allocation for funding for transport in peoples' Personal Budgets; discussing with people at their annual review how they can meet their transport needs in a more cost effective way; and charging self-funders. However at the end of 2015-16 the spend on transport was £6.909m compared to a budget of £4.581m, ie an overspend of £2.328m. The savings from transport are taking longer to deliver than originally anticipated and the reasons are outlined in the report.

## **Recommendations:**

**Adult Social Services Committee Members are asked to:**

- a) **Note the work being carried out to deliver transport savings**
- b) **Agree that if people are assessed as being suitable for travel training (to safely use public transport) and they will not participate in the travel training, the department will not fund the transport for that person going forward. This is to ensure that people take part in travel training when it is offered**

## **1 Background**

- 1.1 Adult Social Care currently spends about £7m each year on providing transport for people eligible for social care for social care funding. It is difficult to provide the total amount of funding that the department spends on transport for people who use the services as some of the funding is given to people as part of their personal budget allocation. Transport is not a service in its own right – it is a means of accessing

services or support. The Travel and Transport team in Community and Environmental Services (CES) arrange transport for people on behalf of Adult Social Services.

## 2 Budget Savings

- 2.1 Included in the 2014-17 budget agreed by Council in February 2014 were Adult Social Services transport savings of £2.1m.

Financial Year	£m
2014-15	1.800
2015-16	0.150
2016-17	0.150
<b>Total</b>	<b>2.100</b>

- 2.2 The department proposed to revisit the eligibility of a person to have transport provided by the department or to use their personal budget allocation to buy transport, particularly if they have a Motability vehicle or mobility allowance. As part of this the department would also review the provision of lease cars to service users. To implement this proposal the department said it would review the weightings of the questions in the Personal Budget Questionnaire.

- 2.3 To deliver the £2.1m saving the department reduced the funding allocated for transport in the Resource Allocation System (RAS) from 1 April 2014. The reduction was implemented with immediate effect for new service users and from time of annual review for people who were already service users. Therefore all new service users from April 2014 have had a reduced allocation for transport. The Council said that for people who were already service users they would have a face to face annual review (some people have telephone reviews) where there was a reduction in their Personal Budget for transport or for wellbeing. For transport the reduction was effective from the date of the annual review. At the face to face review the person carrying out the review would have the discussion with the service user about how to meet their transport needs in other ways with less funding.

- 2.4 The reductions in peoples' personal budgets where they were already service users ranged from nil to £720 per annum, or 0% to 56% of previous allocations. Those with highest reduction were those who make fewer journeys but who received the uplift for "specialist transport". The most common reduction was £576 per annum or around 25% of the previous allocation.

- 2.5 As part of the 2015-18 Budget planning additional savings were agreed to be made from transport:

Financial Year	£m
2016-17	0.900
2017-18	0.800
<b>Total</b>	<b>1.700</b>

Therefore a total of £3.8m of savings has been budgeted to be achieved in the years 2014-18.

- 2.6 The 2015-18 savings of £1.7m are to be delivered by:
- Making sure people are using their Motability vehicle or mobility allowance for their transport
  - Asking people to use public transport or community transport where we assess that they are able to do this

- c) Asking people to use the service that is closest to them if this will meet their needs, for example, their local day centre. If they don't want to use the local service as they prefer to use a service that is further away, we will not pay for them to travel there
- d) If we cannot find a service that meets people's needs in their local area we would not automatically pay for them to travel a long way to get the service elsewhere. Instead we would work with the person who needs the service and their carer/s to come up with a more creative solution that involves less travel. For example a group of people in a town could pool their Personal Budgets and pay for a personal assistant to help them access local services rather than travel to a day centre in another town
- e) If we cannot meet people's care needs through the options listed above, we will pay for people's transport through their personal budget

2.7 The department started using the new policy from 1 April 2015, assessing all new service users under the new criteria. The department re-assesses existing service users, who use their personal budget to buy transport or who have their transport paid for by the department, at their annual review.

### 3 Other Work Being Carried Out

3.1 In addition to reducing the amount allocated to peoples' Personal Budgets for transport, the discussion at reviews about how to meet transport needs with less funding and the regular route reviews and reprocurments carried out by Travel and Transport the following work is being carried out as part of the project to help deliver savings:

- 3.2 **a) Self-funders.** The project team identified some people who should be funding their own care (self-funders) who were not paying for their transport. Cabinet agreed in August 2011 that self-funders should be paying the actual cost of adult social services they used. These people were given notice that they would be charged for their transport and this has been implemented. Some of the self-funders have since stopped using NCC provided transport
- 3.3 **b) Trusted Traders for Transport.** The department is working with Trading Standards and Travel and Transport to have accredited Trusted Traders for Transport. The aim is that people who need transport, including those who are not eligible for social care funding, and are able to arrange it for themselves, can then be directed towards the Trusted Traders in their area. The person would arrange and pay for their transport themselves. If the person is not able to arrange their transport and has no-one who could help them, NCC could facilitate this. This helps people to remain independent as well as meaning that NCC is not funding the transport. It is similar to the model now used for community meals. Engagement events are being held in localities with interested transport providers for the Phase One Pilot. There has been some interest from transport providers but it has been limited so work continues to promote the scheme and ensure that potential providers understand the benefits to them of being a Trusted Trader for Transport
- 3.4 **c) High cost packages.** The project team have reviewed information from the system used by Travel and Transport to arrange transport and have identified potential savings from transport packages for individuals that seem high cost. These packages are mainly for people with complex Learning Difficulties. This information has been shared with the locality teams to help inform their reviews/reassessments of people, as the department should not make changes to peoples' packages of care without carrying out a reassessment. Due to the

lack of capacity in the locality Learning Difficulties teams the reassessments of these people have not happened at the pace hoped for

- 3.5 **d) Thetford Day Services for people with Learning Difficulties.** As part of looking at the high cost packages the project team identified that there were a number of younger people with complex needs being transported from the Thetford area to a service in Norwich. From the information available it seems as if there will be one or two more of these people each year transitioning from Children's to Adult Social Services. The project team identified an NCC property in Thetford which would be suitable for day services for people with Learning Difficulties. If a suitable service was available in Thetford and met these person's needs closer to where they lived, the department could make significant savings on transport for these people. A business case has been prepared and it has been agreed corporately that the department could use some of the Social Care Capital grant to refurbish the building and make it into a day services hub. The team are waiting for detailed costings to check that there is sufficient funding to proceed
- 3.6 **e) TITAN (Travel Independence Training Across the Nation) travel training.** TITAN is a travel training programme, set up by Children's Services, which was devised to assist students who have problems with regard to the use of public transport. It enables students to raise their levels of confidence and self-esteem, and gives them the opportunity and entitlement to be proficient in independent travel skills. Travel Training staff train 'in-house' trainers, provide ongoing support to schools/establishments and monitor progress at each establishment. Although this scheme has been used in the past by some Adult Social Services day services and providers, it seems that Adults could use more of this training to enable people to use public transport rather than having transport provided. The department is having discussions with Children's Services about how TITAN training can be made available to adults, eg providing training at "off peak" times for schools and colleges, and is looking at starting a pilot in October 2016. There may be a small cost to this, but this would be on an invest-to-save basis
- 3.7 **f) Bus Passes.** An issue for some people is that they cannot use their bus pass before 09:30 and NCC is then providing transport so that they can travel before this time. The department is working with Travel and Transport to see if there is a cost effective way of having bus passes that people can use before 09:30
- 3.8 **g) Arranging Transport.** The processes for arranging transport have been reinforced: all transport requests have to go through the Adult Social Services Care Arranging Service (CAS) and then to Travel and Transport. There have been cases of day services providers and people contacting Travel and Transport direct to arrange transport for people, who may not be eligible for social care funding

## **4 Financial Implications**

- 4.1 At the end of 2015-16 the spend on transport was £6.909m compared to a budget of £4.581m, ie an overspend of £2.328m. The savings from transport are taking longer to deliver than originally anticipated for the reasons in the section below.

## **5 Issues, risks and innovation**

- 5.1 The savings from transport are taking longer to deliver than anticipated:

- a) lack of capacity in the locality teams has meant the reassessments of people, particularly the high cost packages, have not happened at the pace hoped for, despite having additional bank staff for a period of time
- b) the travel systems do not provide the information in the format most useful to the department in terms of identifying where savings could be made
- c) even if two people make alternative travel arrangements and no longer travel on an NCC funded minibus, there might still be four people travelling which means the minibus is still required and therefore no overall savings are achieved until more people have different transport
- d) the savings on Transport rests upon a general assumption and expectation that service users will meet their own needs for transport to access and take advantage of existing services or support, including public transport. Funded transport should only be provided if, in the opinion of the assessor, it is the only reasonable means of ensuring that the service user can be safely transported to an assessed and eligible service. The overriding principle is that the decision to provide transport is based on needs, risks and outcomes and on promoting independence. This is a cultural shift and it is taking time to embed

5.2 Children's found that people and their families can be reluctant to undertake travel training as they are concerned about the consequent reduction in provision of transport or funding. The Children's department's policy is to offer people the travel training and if they will not participate in the training, they will not fund the transport. Adult Social Services wish to adopt a similar policy to ensure that people take part in travel training when it is offered.

## **6 Background Papers**

6.1 There are no background papers relevant to the preparation of this report.

### **Officer Contact**

If you have any questions about matters contained in this paper or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

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