

Adult Social Care Committee

Item No:

Report title:	Transport
Date of meeting:	4 September 2017
Responsible Chief Officer:	James Bullion, Executive Director of Adult Social Services

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. 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 to stay at home longer, targeting the Council's resources where additional support is needed. The Care Act, the biggest legislative change for 60 years, shapes and informs this new approach by giving us clear and new responsibilities across the whole population of Norfolk to prevent, reduce and delay demand for social care.

Part of this includes changes to transport and savings in this area.

Executive summary

This is an update regarding the work being carried out in relation to delivering the savings from Adult Social Services transport. It needs to be read in conjunction with the reports to Adult Social Care Committee on 4 July 2016, 5 September 2016, 23 January 2017 and 6 March 2017 and the update in November 2016.

Local Authorities are responsible for preventing, reducing and delaying the need for statutory support. The implementation of the Care Act gives us a responsibility to the whole population of Norfolk, including carers, to provide good information about what is available. For those requiring social care our vision is for short term interventions that support people to gain skills and confidence to be able to undertake personal care and the activities of daily living and be active within their communities within individual capabilities. Adult Social Services has reframed its transport offer in line with the Care Act and the department's Promoting Independence strategy.

We are working with Community and Environmental services on a strategic review of the whole authority approach to transport, including how to remove the need for transport. It is likely that the Council's corporate priority on Local Service Strategy will contribute to this. This will be reported to the Council's Policy and Resources Committee and relevant items will be reported to this Committee.

The department has carried out actions in line with the budgets agreed by Council to deliver the transport savings however this has not resulted in the level of transport savings required in previous years. The department does appear to be managing demand in this area, as expenditure has not increased despite there being an increasing demand for services, and some savings have been achieved. However the cultural shift is taking time to embed and therefore revised savings figures are proposed for this area.

Recommendations:

Adult Social Services Committee Members are asked to:

- a) Agree to amend the transport savings to £0.700m in 2018-19 (from £3m) and £1m in 2019-20 (from £0.800m)**
- b) Agree to meet the difference of £2.1m in savings through the purchase of care budget as a result of changes to patterns of care**

1 The Care Act

- 1.1 Adult Social Services has a legal duty to provide transport to service users who are eligible for social care support in certain circumstances. The Care Act 2014 states:
“Local authorities should consider the adult’s ability to get around in the community safely and consider their ability to use such facilities as public transport, shops or recreational facilities when considering the impact on their wellbeing.”
- 1.2 Transport is a means of accessing other services or support. The overriding principle is that the decision to provide transport is based on a person’s individual circumstances including: needs; risks; outcomes; and promoting independence. There is no statutory duty for Councils to provide transport nor funding for it.
- 1.3 Norfolk County Council’s role should be to:
 - a) help our customers to access services by the most suitable transport available
 - b) help people live as independently as possible
 - c) help people to develop new skills, and take risks that are positively managed, thereby building confidence
 - d) promote the development and use of local services which result in a reduction in distances travelled and time spent travelling
 - e) improve health and well-being through community and social inclusion
 - f) ensure the efficient use of resources
 - g) reduce the numbers of people using council funded transport to services where they are capable of travelling more independently
 - h) provide guidance and support to individuals to look at their transport needs as part of their support plan
- 1.4 There is an expectation that service users will meet their own needs for transport to access and take advantage of services, or support to facilitate them.

2 Expenditure and Budget Savings

- 2.1 The County Council currently spends approx. £6.7m each year (based on the 2016-17 out-turn/final year end position) on transport for adult social care service users to access day - and respite services. This spend is for approximately 450,000 journeys per year at an average cost of £15 per journey. This does not include other expenditure by the Council on transport such as: Blue Badges; Community Transport; bus subsidies etc.
- 2.2 Adult Social Services funds the transport of about 2,000 people enabling them to access their social care/community activities. Approximately 1,500 of these have transport arranged and commissioned by Travel and Transport (Community and Environmental Services).
- 2.3 Included in the 2014-18 budgets agreed by Council were Adult Social Services transport savings totalling £3.8m.

Financial Year	£m	£m	£m
2014-15	1.800		1.800
2015-16	0.150		0.150
2016-17	0.150	0.900	1.050
2017-18		0.800	0.800
Total	2.100	1.700	3.800

- 2.4 At the end of 2016-17 there had been a net reduction of approximately £0.487m in spend over two-three years since 2013-14. Although the department has not made the significant savings yet that it needs to make on transport, it does appear to be managing demand in this area, as expenditure has not increased despite there being an increasing demand for services.
- 2.5 Following a review of the achievability of savings in the timescales the Council delayed £3.000m of the transport savings to 2018-19 and £0.800m to 2019-20.

3 Work to Date

- 3.1 In line with the budgets agreed by Council to deliver the transport savings the department has:
- a) reduced the funding allocated for transport in the Resource Allocation System (RAS) from 1 April 2014. The RAS calculates the indicative personal budget allocation. The reduction was implemented with immediate effect for new service users and from time of annual review for people who were already service users
 - b) Started using a new policy from 1 April 2015:
 - i. Making sure people are using their Motability vehicle or mobility allowance for their transport
 - ii. Asking people to use public transport or community transport where we assess that they are able to do this
 - iii. 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
 - iv. 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
 - c) The project team reviewed information and identified potential savings from transport packages for individuals that seem expensive and not good value for money. This information was shared with the locality teams to help inform their reviews/reassessments of people
 - d) Ensured it is charging people who fund their own social care but where NCC provides the transport
 - e) Adult Social Services has reframed its transport offer and arrangements in line with the Care Act and the department's Promoting Independence strategy, and to enable it to focus on statutory priorities. ASC Committee agreed on 6 March 2017 a transport Policy and revised Guidance for social care staff. For new people eligible for adult social services this policy came into effect on 5 April 2017. For existing people getting adult social services funding, this policy will be introduced in a gradual manner as part of their annual review and reassessment and will be part of the reassessments and reviews carried out under the Working Age and Older People projects under the Promoting Independence programme

4 Current and Future Work

4.1 Elm Road, Thetford

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, and that there could be better outcomes and efficiencies by having a more local service. The department is refurbishing a building to provide day services and respite care locally in this area and is working with the Corporate Property team and NPS on this. The planning application has now been submitted and if this is agreed, the building work will be tendered in September 2017. The building work is estimated to be completed by May 2018. The tender for care services will go out in the autumn 2017, once the day services consultation is completed.

4.2 TITAN Travel Training

TITAN Travel Training works with independent providers and services users, to enable people to use public transport rather than having transport provided. TITAN can demonstrate significant transport savings in Children's Services but is as yet untested in adults. The department is working with TITAN for a fixed term initially so potential savings can be evaluated. The TITAN team are recruiting the posts needed for adults and travel training will start in August/September 2017. TITAN will work with an individual day service in order to free up buses and allow these to be decommissioned, and will also work with new service users. This will become part of our travel offer, subject to the success of the initial work.

4.3 Transport Offer

NCC needs to provide good information about transport to help prevent, reduce and delay the need for ongoing support. The department has drafted a transport offer to the resident population and is working with the corporate web team to get this onto the NCC website. This will help to clarify and strengthen the Council's responsibility to the wider resident population including carers and war veterans and is in line with the Transport Policy and new Guidance, and in turn with the Promoting Independence strategy and the Care Act 2014. A Transport offer was also one of the products required from the improved web offer for the population of Norfolk as part of the Entry Points workstream, which is part of the Adult Social Services Promoting Independence programme.

4.3.1 The Transport offer will include information about:

- a) Buses and Trains – including timetables, cost, wheelchair and disability access
- b) Concessionary fares
- c) Where to apply for a senior bus pass or railcard, if a person meets the local criteria
- d) a disabled persons bus pass or railcard
- e) Shop mobility
- f) Taxi services – including those that NCC registers regulates and licences to provide safe, reliable services and details of these
- g) Norfolk Community Transport
- h) Blue Badges
- i) Motability Cars and Mobility allowances
- j) Car Tax Exemption
- k) When the NHS provides help with travel and transport costs

It will also describe to people, what happens if they are deemed to have a need as outlined in the policy and their needs cannot be met by the above.

4.4 Lease cars

The project team identified 17 cars that NCC leases for adult service users. Some of the original lease periods have expired and the vehicles are effectively now on a rolling yearly

lease. The project team is working with the social care teams so that the use of the lease cars, and the need for them, are reviewed on an individual basis.

4.4.1 The lease cars are a relatively expensive transport option, especially when the people are probably eligible for a Motability vehicle or in some cases have one as well. The lease cars are old now and expensive to replace/maintain. The project asked locality teams to work with people to put alternative transport in place so that we can hand the lease cars back. Some have been returned, eg service users now have Motability vehicles – and work carries on. There are potential savings of £0.100m pa if all 17 lease cars are returned. The savings are dependent on working with each person and alternative transport arrangements being in place but the lease cars should all be returned by the end of this financial year.

4.4.2 Examples of some of the savings that are being made from returning the lease cars are included in **Appendix One**.

4.5 **Travel Viewer**

IMT have developed the first version of a Transport application for use by Adult Social Services and Travel and Transport where you can see for each day centre where people are travelling from, whether they are travelling alone/with others and which day services other people charged to that budget code are going to. It is based on an application IMT developed for Children with Special Education Needs. The application looks useful, and provides a clearer picture of transport provision than analysing pages of reports. The application will be trialled with Business Support initially.

4.6 **Internal Audit**

BDO will be carrying out an audit of Adult Social Services Transport on behalf of Norfolk Audit Services (internal audit) in the next couple of months. The audit will include looking at:

- a) the reporting of the budget position
- b) whether social care staff are complying with the Transport Policy and Guidance, agreed by ASC Committee in March 2017 when assessing the needs of service users
- c) contracts for adult social services transport services are procured and awarded in accordance with the Council's procurement procedures
- d) Adult Social Services contractors' performance is monitored against Key Performance Indicators (KPIs) set out in the contract
- e) Transport network reviews are robust and where potential savings are identified, actions are taken to ensure savings are realised

4.7 **Assessments, reassessments and reviews**

For existing people getting Adult Social Services funding, the reframed policy is being introduced in a gradual manner as part of their annual review and reassessment. This will be part of the reassessments and reviews carried out under the Working Age and Older People projects and the Review of Day Services under the Promoting Independence programme. Delivery of the bulk of the savings is dependent on social care staff doing a high enough volume of re-assessments/reviews and having the conversations with new and existing service users based on the Transport Policy and Guidance.

4.7.1 Signs of Wellbeing is Adult Social Services' approach to achieving a strengths based approach to assessment, review and support planning. Our social care staff have been provided with processes, tools and training to help them hold Signs of Wellbeing conversations with people.

4.7.2 In the context of transport, this means that practitioners should consider a person's own strengths, resources and networks to enable them to access activities that help them

achieve greater wellbeing and meet the eligible needs for care and support under the Care Act.

4.7.3 In practice, this might mean encouraging the person to use the mobility component of their benefits or their mobility vehicle, accessing voluntary or community transport schemes, or using public transport – for which we can provide ‘transport training’ if this is required. Our aim is to promote the person’s independence and help equip them to take an active part in the life of their own communities.

4.7.4 Examples of what the changes mean for people and Adult Social Services are shown in **Appendix One**.

5 Financial Implications

5.1 Following a review of the achievability of savings in the timescales the Council delayed £3.000m of the transport savings to 2018-19 and £0.800m to 2019-20:

	2018-19 £m	2019-20 £m	Total £m
Service users to pay for transport out of personal budgets, reducing any subsidy paid by the Council	0.900	0.800	1.700
Delay in delivering 2014-15, 2015-16 and 2016-17 saving: Reduce the number of service users we provide transport for	2.100	0.000	2.100
	3.000	0.800	3.800

5.2 The current forecast for 2017-18 is a £-0.100m underspend on Transport. This is viewed as earlier than anticipated delivery on the 2018-19 savings. However it is still early in the financial year and the financial position may change. Delivery of the bulk of the savings is dependent on social care staff doing a high enough volume of re-assessments/reviews and having the conversations with new and existing service users based on the Transport Policy and Guidance.

5.3 The Transport project is being reviewed as part of the refreshing of the Promoting Independence programme and as part of this an assessment of the level of savings has been carried out and revised saving figures are proposed based on the evidence available:

	2018-19 £m	2019-20 £m	Total £m
Reducing Travel through Commissioning Local Services - Elm Road	0.125	0.125	0.250
Decommissioning of lease cars used for service user transport	0.100		0.100
2017-18 recurrent impacts of introducing a new transport policy (based on current 2017-18 forecast)	0.100		0.100

Additional impacts of introducing a new transport policy and investing in Titan Travel	0.375	0.875	1.250
	0.700	1.000	1.700
Proposed Change	-2.300	0.200	-2.100

5.4 The budget will continue to be closely monitored and the impact of actions such as TITAN travel training and the rolling out of the Transport Policy and Guidance evaluated.

6 Issues, risks and innovation.

6.1 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.

6.2 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. With travel training and reassessments/reviews it is necessary to look at people in groups, eg where they travel on the same bus to a day service.

7 Conclusion

7.1 The department has carried out actions in line with the budgets agreed by Council to deliver the transport savings however this has not resulted in the level of transport savings required in previous years. The department does appear to be managing demand in this area, as expenditure has not increased despite overall there being an increasing demand for services, and some savings have been achieved. However the cultural shift is taking time to embed and therefore revised savings figures are proposed.

8 Recommendation

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

- a) **Agree to amend the transport savings to £0.700m in 2018-19 (from £3m) and £1m in 2019-20 (from £0.800m)**
- b) **Agree to meet the difference of £2.1m in savings through the purchase of care budget as a result of changes to patterns of care**

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:

Officer Name: Janice Dane **Tel No:** 01603 223438 **Email address:** Janice.Dane@norfolk.gov.uk



If you need this report in large print, audio, Braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.

Appendix One: Case Studies

Examples of what the changes in transport mean for people and Adult Social Services are shown below.

Person A

Person A was travelling via taxi from home to a day service five days per week. Having increased his independent living skills he moved into an independent living flat in Norwich and no longer attends the day service. Person A is more independent and there is a transport saving of approximately £20,500 per annum.

Person B

TD was travelling via taxi from home to a day service X once a week and to day service Y three days each week. His day service X was ceased, but he increased his attendance at Y by one day. However there is a cashable saving as he travelled to day service X in a taxi by himself resulting in a saving of £70 per day per week (approx. £3,500 per year). The additional travel to day service X was on an existing route shared with other people, so there was no increase in cost to the department for this.

Person C

Person C has a lease vehicle, but also receives a mobility allowance. The Transport Project Team raised with the social worker that this person was entitled to a Motability Vehicle and the mobility allowance should be changed as effectively the public purse was paying twice – once through the benefits system and once via the County Council. The social work team have worked with person C and their family: a Motability Vehicle has been ordered and will be delivered at the end of this summer; then the lease vehicle will be returned to Norse. The full year saving to ASS will be £6,844.

Person D

The cost of the lease vehicle for Person D was £7,303 each year. The social care team have worked with the service user and their family to apply for a Motability vehicle. The Motability vehicle was delivered on 1 April 2017 and the lease vehicle has been returned to Norse.

Person E

Person E was travelling from a market town to a day service in Norwich four days a week. Following some travel training provided by the day service the person now uses public transport. The person was travelling on an ASS commissioned vehicle with five other people, so there is no immediate cashable saving, as the vehicle still operates on the same route. In order to change the size of the vehicle or decommission the route the department needs to work with the other people travelling on the bus to see if they can make other travel arrangements.