

# Adult Social Care Committee

Item No:

<b>Report title:</b>	<b>Transport Update</b>
<b>Date of meeting:</b>	<b>6 March 2017</b>
<b>Responsible Chief Officer:</b>	<b>James Bullion, 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.

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 these 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, 5 September 2016 and 23 January 2017 and the update on 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. This includes transport.

Adult Social Services is reframing its transport offer in line with the Care Act and the department's Promoting Independence strategy.

## **Recommendations:**

**Adult Social Services Committee Members are asked to agree the approach to Transport and the revised Transport Policy and Guidance attached to this report to help social care staff work with service users to promote their independence and also reduce the funding required for transport.**

# 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. £7.1m (based on the latest forecast) each year 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
<b>Total</b>	<b>2.100</b>	<b>1.700</b>	<b>3.800</b>

2.4 At this point in time there has been a net reduction of approximately £0.487m in spend over the last two-three years. 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 overall there being an increasing demand for services.

2.5 Following a review of the achievability of savings in the timescales the Council has 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, assessing all new service users under new criteria. The department re-assessed 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:
  - 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
  - v. The project team have reviewed information and have identified potential savings from transport packages for individuals that seem expensive and not good value for money. This information has been shared with the locality teams to help inform their reviews/reassessments of people
- c) Ensured it is charging people who fund their own social care but where NCC provides the transport
- d) Is working with independent providers and TITAN Travel Training in Children's to pilot this in Adult Social Services, to enable people to use public transport rather than having transport provided
- e) Thetford Day Services for people with Learning Difficulties. 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. The department has now got approval and funding to refurbish a building to provide day services locally in this area and is working with the Corporate Property team and NPS to get ready to go to tender
- f) Review of lease cars. Some of the original lease periods have expired and the vehicles are effectively now on a rolling yearly lease. The project team is starting to work with teams so that the use of these and the need for them are reviewed on an individual basis

3.2 Although the funding available in peoples' Personal Budgets for transport has been reduced we are not making the savings needed. As reported last time we looked at 150 cases from the latest set of current transport packages supplied by Travel and Transport. This is approximately 10% of the people Transport and Travel arrange the transport for. It is time-consuming as we have to look at each person's Carefirst notes in detail.

Of the 150 cases:

- a) 110 (74%) had no change in their transport packages
- b) 5 (3%) cases had increased their transport
- c) 35 (23%) their transport had decreased or had actually ceased. This is mainly people due to moving house or where day centres have closed and some people have chosen not to continue having day care and others have decided to relocate to an alternative centre that is closer

3.3 It is important to note that not all increases or decreases in transport packages alter the overall costs of transport. Where someone is travelling on a vehicle with other people and they stop travelling or reduce the number of days they travel, the transport contract cost may remain the same or only have a small reduction in cost as the route may not significantly alter, but a smaller number of passengers will be transported. Although the unit cost changes for each person, the overall cost of the journey remains similar.

3.4 Norfolk appears to spend more on Adult Social Services transport than other authorities. For example:

- a) Nottinghamshire County Council spends approximately £3.9m pa. They transport 991 service users and have a county population of about 800,000. This excludes Nottingham City as it is a unitary authority
- b) Hertfordshire spends about £4.9m on adult social care transport budget of £4.5m and they transport 1,600 people

## 4 Current and Future Work

4.1 Adult Social Services is reframing 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.

4.2 The department has looked at the current policies and guidance of other local authorities and has drawn up a proposed transport policy and revised guidance for social care staff working with service users to implement the Care Act, help deliver the Promoting Independence Strategy and ensure the best use of the funding available for transport. These are attached at **Appendix One and Appendix Two**.

4.3 For new people eligible for adult social services this policy will come into effect on an agreed date. 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.

4.4 Alongside this the department will :

- a) put a Transport Offer on the NCC website to provide details of what resources are available and to clarify the Council's responsibility to the people of Norfolk (see section five below)
- b) continue working with independent providers and TITAN Travel Training in Children's to pilot this in Adult Social Services, to enable people to use public transport

- c) work to get Thetford Day Services for people with Learning Difficulties refurbished and ready for use
- d) review the lease cars used by service users
- e) work with others in the Council to develop an Adults Transport app similar to the SEN (Special Educational Needs) Transport app, to provide improved information of where people are travelling from and to

## **5 Transport Offer**

5.1 NCC needs to provide good information about transport to help prevent reduce and delay the need for ongoing statutory support. NCC will do this as part of its transport offer to the resident population and the offer will be clearly defined on the website, helping to clarify and strengthening the Council's responsibility to the wider resident population including carers and war veterans. A Transport offer is one of the products required from the improved web offer for the population of Norfolk as part of the new Entry Points workstream, part of the Adult Social Services Promoting Independence programme.

5.2 The Transport offer will include information about:

- Buses and Trains – including timetables, cost, wheelchair and disability access
- Concessionary fares - eg what times of day they are
- Where to apply for a senior bus pass or railcard, if a person meets the local criteria.
- a disabled persons bus pass or railcard
- Shop mobility
- Taxi services – including that NCC registers regulates and licences companies to provide safe, reliable services and details of these
- Norfolk Community Transport
- Blue Badges
- Motability Cars and Mobility allowances
- Car Tax Exemption
- When the NHS provides help with travel and transport costs.
- Travel Training

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.

## **6 Assessments, reassessments and reviews**

6.1 For existing people getting adult social services funding, the reframed policy will be 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.

6.2 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.

6.3 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.

- 6.4 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.
- 6.5 Examples of what the changes might mean for people and Adult Social Services, based on previous case studies, are shown in **Appendix Three**.

## **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. 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. Following a review of the achievability of savings in the timescales the Council has delayed £3.000m of the transport savings to 2018-19 and £0.800m to 2019-20.
- 7.2 The Transport project is being reviewed as part of the refreshing of the Promoting Independence programme, including a Transport Offer on the NCC website, a Transport policy and reframed guidance for staff.

## **8 Financial Implications**

- 8.1 The department needs to achieve savings from transport of £3.000m by 2018-19 and £0.800m by 2019-20. These will continue to be closely monitored and if further actions are identified that are needed, in addition to those that are in place and have already been taken, these will be implemented.

## **9 Issues, risks and innovation.**

- 9.1 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. This is a cultural shift and it is taking time to embed.
- 9.2 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 will be necessary to look at people in groups, eg where they travel on the same bus to a day service.

## **10 Recommendation**

- 10.1 **Adult Social Services Committee Members are asked to agree the approach to Transport and the revised Transport Policy and Guidance attached to this report to help social care staff work with service users to promote their independence and also reduce the funding required for transport.**

## 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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# Appendix One: Adult Social Services Transport Policy

## 1 Background

1.1 Norfolk Adult Social Services provides transport through a variety of options to people with social care needs. This policy outlines how the Council will move towards a consistent and equitable way of supporting older people, adults with disabilities and/or mental health problems in the provision of transport funded by Norfolk County Council.

1.2 This policy should be read in conjunction with the national eligibility criteria set out in the Care Act 2014.

1.3 The provision of adult social care is aimed at promoting the maximum possible independence for the person. The ability to travel within the community is an important part of helping people to remain as independent as possible. However it is not always the responsibility of Norfolk County Council to provide the transport. We can provide advice, information and support to access other transport solutions.

1.4 Norfolk County Council's role should be to:

- help our customers to access services by the most suitable transport available
- provide guidance and support to individuals to look at their transport needs as part of their support plan.
- help people live as independently as possible
- help people to develop new skills, and take risks that are positively managed, thereby building confidence
- promote the development and use of local services which result in a reduction in distances travelled and time spent travelling
- improve health and well-being through community and social inclusion.
- ensure the efficient use of resources
- reduce the numbers of people using council funded transport to services where they are capable of travelling more independently

## 2 Introduction

2.1 It is good news that people in Norfolk are living longer and healthier lives. However this places greater demand on care services at a time when we also have reducing funding. We need to make the best use of the resources that we have.

Adult Social Care has a legal duty to provide transport to service users who are eligible for social care support in certain circumstances. The Care Act 2014 sets out that duty as follows:

“The national eligibility criteria set a minimum threshold for adult care and support needs and carer support needs which local authorities must meet. All local authorities must comply with this national threshold.”

The Act details that: “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.”



The responsibilities of local authorities are clearly set out with regard to carers and their assessment.

2.2 We need to move away from a position where the Council has funded and provided transport for many service users receiving community care. We need to work with people to identify their transport needs and agree suitable alternatives to current provision.

2.3 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.

2.4 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.

2.5 This will mean the Adult Social Services will only fund transport in exceptional circumstances where there is no suitable or appropriate alternative.

2.6 The provision of transport will only be considered in relation to meeting the needs of:

- adults aged 18 years and over, and who are not in full time education
- who have been assessed as eligible for services and/or support from Adult Social Services
- are ordinarily resident in Norfolk

2.7 Funded transport should only be provided if, in the opinion of the assessor, there is no alternative and appropriate transport available (be it personal, with the assistance of family / friends, or public transport) and it is the only reasonable means of ensuring that the service user can be safely transported to an assessed and eligible service.

2.8 This policy comes into effect on the *(date to be inserted)* to any new people eligible for adult social services and also to existing people, in a gradual manner as part of their annual review and reassessment.

2.9 For those existing individuals who could lose their eligibility for transport under this policy, their situation will be considered sympathetically and personal circumstances will be taken into account to ensure there is not a detrimental effect on the person's access to eligible services. Transitional arrangements can be put in place for a limited period of time to make alternative arrangements, if deemed necessary.

### **3 Policy**

3.1 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.

3.2 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 on promoting independence. There is no statutory duty for Councils to provide transport nor funding for it.

3.3 As part of the Assessment and Care Planning process, the need to attend a community service and/or to pursue other activities away from the service user's home may be identified. The need for transport to any community service or activity service must be part of the assessment of a persons' needs and any subsequent review(s) and can only be provided where the person is eligible for a service in accordance with the national eligibility criteria set out in the Care Act 2014.

3.4 Although a person may attend a specific community service or activity to meet their assessed needs, they will not be eligible automatically for transport to and from the service/activity.

3.5 The transport provided will be appropriate for that need, will provide value for money and be cost effective.

3.6 Transport may be provided on a temporary basis and reviewed when the person is able to use an alternative method of transport, for example, public transport.

3.7 The assumption is that service users will travel independently except where assessment shows that this is not possible. The test used in the assessment should be: **“If Adult Social Services does not provide transport, would this result in an eligible need for services going unmet?”** i.e. are there other ways in which the service user can reasonably be expected to attend services and/or support making his/her own arrangements to get there?

3.8 Where an individual is provided with a Personal Budget or requests a Direct Payment to meet their assessed needs for care, the same principles will apply as to those people opting to receive support directly from Adult Social Services.

3.9 If a person has been assessed as able to make their own transport arrangements but declines to do so and as a result is unable to attend the service for which they have an assessed eligible need this will be viewed as the person declining services. Where a person has declined a service which they are eligible for, the assessor will evaluate whether the person has the capacity to make this decision.

3.10 For those existing individuals who could lose their eligibility for transport under this policy, their situation will be considered sympathetically and personal circumstances will be taken into account to ensure there is not a detrimental effect on the person's access to eligible services. Transitional arrangements can be put in place for a limited period of time to make alternative arrangements, if deemed necessary.

3.11 We will link with the Children Service and work closely to ensure the transport needs of children and young people are assessed whilst at school, so that options to promote independence and use mainstream transport have been explored before they go to college or an adult community activity. This will assist to overcome the expectation from their families that the Adult Social Services will provide transport in all circumstances. All young people requiring adult social services will require an assessment of their needs.

3.12 Adult Social Services would not normally provide Council funded transport for a person:

1. Who is able to access services using their own, public or community transport.
2. Who is able to arrange their transport themselves. For example, if the person uses public or community transport independently at any other time, it should be assumed that they will use public or community transport to access services where this is available.
3. Who chooses to attend a service which is not their nearest appropriate service.
4. Who has Concessionary Travel Passes - People who qualify for concessionary travel will be expected to apply and use this as and when appropriate according to assessed needs.
5. Who is in receipt of a Motability vehicle or mobility payment.
6. Who has a Mobility Scooter and their day services is only a short distance from their home and can be safely accessed by them using their mobility scooter.

7. Who lives in a setting funded by the Adult Social Services, eg Residential Care, supported living schemes - The cost of the placement will meet the full range of support needs, including transport.
8. Where a person contributes towards a Shared Community Vehicle.
9. Who funds their own social care - Where a self-funder is unable to arrange their own transport and there is no-one who can help them, then we can support them to access appropriate transport to their day services but the person will have to pay the transport provider direct.
10. Who is on a short stay break to return to their day service provision in their local area (unless the cost of their day service provision together with the cost of transport to and from that provision is less than would be charged for them remaining in respite for the day).
11. To attend health service appointments, including GPs, chiropodists, dentists, hospitals.
12. To attend social clubs and other activities that are not part of their Support Plan.

## **Appendix Two: Adult Social Services Transport Guidance**

### **1 Background**

1.1 The ability to travel within the community is an important part of helping people to remain as independent as possible. However it is not always the responsibility of Norfolk County Council to provide the transport. We can provide advice, information and support to access other transport solutions.

1.2 Our role should be to:

- help our customers to access services by the most suitable transport available
- provide guidance and support to individuals to look at their transport needs as part of their support plan.
- help people live as independently as possible
- help people to develop new skills, and take risks that are positively managed, thereby building confidence
- promote the development and use of local services which result in a reduction in distances travelled and time spent travelling
- improve health and well-being through community and social inclusion.
- ensure the efficient use of resources
- reduce the numbers of people using council funded transport to services where they are capable of travelling more independently

### **2 Introduction**

2.1 It is good news that people in Norfolk are living longer and healthier lives. However this places greater demand on care services at a time when we also have reducing funding. We need to make the best use of the resources that we have and we need to deliver the £3.8m of savings from transport by 2019-20.

2.2 We need to move away from a position where the Council has funded and provided transport for many service users receiving community care. We need to work with people to identify their transport needs and agree suitable alternatives to current provision.

2.3 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.

2.4 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.

2.5 This will mean the Adult Social Services will only fund transport in exceptional circumstances where there is no suitable or appropriate alternative.

2.6 Funded transport should only be provided if, in the opinion of the assessor, there is no alternative and appropriate transport available (be it personal, with the assistance of family / friends, or public transport) and it is the only reasonable means of ensuring that the service user can be safely transported to an assessed and eligible service.

2.7 The provision of transport will only be considered in relation to meeting the needs of:

- adults aged 18 years and over, and who are not in full time education
- who have been assessed as eligible for services and/or support from Adult Social Services.
- Are ordinarily resident in Norfolk.

### 3 Guidance

3.1 This guidance comes into effect on the *(date to be inserted)* to any new people eligible for adult social services and also to existing people, in a gradual manner as part of their annual review and reassessment.

3.2 As part of the Assessment and Care Planning process, the need to attend a community service and/or to pursue other activities away from the service user's home may be identified. The need for transport to any community service or activity service must be part of the assessment of a persons' needs and any subsequent review(s) and can only be provided where the person is eligible for a service in accordance with the national eligibility criteria set out in the Care Act 2014.

3.3 Adult Social Services will only arrange or provide transport where it has been assessed as a separate eligible social care need under the Care Act 2014. Although a person may attend a specific community service or activity to meet their assessed needs, they will not be eligible automatically for transport to and from the service/activity.

3.4 The need for and purpose of transport should be clearly stated on an individual's Care and Support Plan. The transport provided will be appropriate for that need, will provide value for money and be cost effective.

3.5 Transport may be provided on a temporary basis and reviewed when the person is able to use an alternative method of transport, for example, public transport.

3.6 The assumption is that service users will travel independently except where assessment shows that this is not possible. The test used in the assessment should be: **"If Adult Social Services does not provide transport, would this result in an eligible need for services going unmet?"** i.e. are there other ways in which the service user can reasonably be expected to attend services and/or support making his/her own arrangements to get there?

3.7 Where an individual is provided with a Personal Budget or requests a Direct Payment to meet their assessed needs for care, the same principles will apply as to those people opting to receive support directly from Adult Social Services. The cost of transport will only be included in the Personal Budget or Direct Payment where no other suitable alternative is available and it is considered that the service user is eligible for this support. The transport provided will be appropriate for that need, will provide value for money and be cost effective.

3.8 People who receive higher rate disability allowance and those who qualify for concessionary travel assistance such as: bus passes, Blue Badges and Motability Vehicles will be expected to apply and use these as and when appropriate according to assessed needs.

3.9 Individual support plans must include outcomes that relate to, and state the reasons why, there is a need for transport funded by Adult Social Services. Transport provision should be viewed as an independent item on a person's care plan and a clear record kept of the decision making process against eligibility criteria, together with the cost of the ASS commissioned transport.

3.10 If a person has been assessed as able to make their own transport arrangements but declines to do so and as a result is unable to attend the service for which they have an assessed eligible need this will be viewed as the person declining services.

Where a person has declined a service which they are eligible for, the assessor will evaluate whether the person has the capacity to make this decision

3.11 For those existing individuals who could lose their eligibility for transport under this policy, their situation will be considered sympathetically and personal circumstances will be taken into account to ensure there is not a detrimental effect on the person's access to eligible services. Transitional arrangements can be put in place for a limited period of time to make alternative arrangements, if deemed necessary.

3.12 We will link with the Children Service and work closely to ensure the transport needs of children and young people are assessed whilst at school, so that options to promote independence and use mainstream transport have been explored before they go to college or an adult community activity. This will assist to overcome the expectation from their families that the Adult Social Services will provide transport in all circumstances. All young people requiring adult social services will require an assessment of their needs.

**Please see Annex 1 for when we would not normally provide Council funded transport.**

#### **4 Lease cars.**

Although we have provided lease cars in the past these are often not the most cost-effective way of providing transport and therefore should not be provided under any circumstances without prior approval from the appropriate Team Manager, and if necessary approval by the appropriate Funding Panel and should be recorded on a separate service agreement on CareFirst, including costs.

#### **5 Costing up transport to go in support plan**

In those exceptional cases where we do agree to fund transport the cost of this needs to be included in the person's support plan.

Each of the journeys will need to be costed and the cost of the routes need to be considered to ensure that they do not exceed the personal budget.

If the identified needs cannot be met within the personal budget, you must discuss this with your line manager.

#### **6 Extra expense for transport related to a disability**

Where people incur extra expense for transport related to their disability this will be considered in their financial assessment process and allowances made if appropriate.

#### **7 Requests for Transport journey bookings**

All requests for transport journey bookings must be made by the social care teams via the Care Arranging Service (CAS) and the costs for all transport must be recorded on a separate service agreement on the individual's CareFirst record.

Providers, e.g. of day care services, should not ask Travel and Transport to arrange journeys for people or to change journeys or to arrange lease cars. All requests to Travel and Transport for Adult Social Services transport should be made via CAS.

#### **8 Where someone chooses to take all of their personal budget as a direct payment**

This guidance applies to people who choose to take their personal budget as a direct payment. The cost of transport will only be included in the Personal Budget or Direct Payment where no other suitable alternative is available and it is considered that the service user is eligible for this

support. If a person takes all of their personal budget as a direct payment and it is agreed that they can use some of this for transport, they should arrange and pay for their transport direct. We will not commission or arrange transport on their behalf. If the person wishes us to arrange and pay for their transport, the amount they receive as a direct payment should be reduced to take into account the total transport costs (weekly zonal cost X 50 weeks = £reduction to DP) and this will be shown on their CareFirst record.

## **Annex 1: When transport and funding for transport would not be provided**

Adult Social Services would not normally provide Council funded transport for a person:

### **1 Who is able to access services using their own, public or community transport**

- If the person has their own car, which they drive, we expect this to be used.
- In rural areas of the county, consideration should be given as to whether the cost of public transport (as opposed to commissioned transport) will jeopardise a person's ability to meet their other financial commitments.

### **2 Who is able to arrange their transport themselves**

For example, if the person uses public or community transport independently at any other time, it should be assumed that they will use public or community transport to access services where this is available. Independent travel must be promoted whenever possible. This may need to include travel training and we can offer this support through TITAN travel training.

### **3 Who chooses to attend a service which is not their nearest appropriate service**

We will only provide transport to the nearest day service that meets the person's need. If a person chooses to attend a day service which is further away from their nearest appropriate day service, then they will be expected to pay the whole cost of their transport: it will be the actual cost which may be higher than the zonal charge.

### **4 Who has Concessionary Travel Passes**

People who qualify for concessionary travel will be expected to apply and use this as and when appropriate according to assessed needs.

### **5 In receipt of a Motability vehicle or mobility payment**

- If someone has their own "Motability" vehicle which they drive themselves we expect the person will use that vehicle in order to travel to the location of the day opportunity. If an individual or carer makes the decision that the Motability vehicle will not be used for the intended purpose, the onus must be on the individual and/or carer to make alternative appropriate arrangements
- If someone has a Motability vehicle but they do not use it to transport them to day services, e.g. there is no-one available to drive it, we can support them to move from a Motability vehicle to a mobility payment - via Welfare Rights Officers and Voluntary Advice Organisations. A person can have several people on the insurance to drive the vehicle
- Where there is conflict between the individual and the carer, regarding Motability cars, we need to consider the possibility of reverting to a mobility payment from the Department for Work and Pensions, if the individual so wishes. This would promote independence and allow the individual to take control of their own transport requirements. Consideration should be given to the impact of this option on individual-carer relationships and the need to avoid creating unnecessary conflict. In some circumstances, support from an independent advocacy service should be sought for the individual and, if necessary, the carer
- Assessing officers must also ensure that a carer's reluctance or inability to assist with transport does not prevent an individual from accessing a service that meets their assessed needs and the individual/carers will need to make alternative arrangements
- Where a person uses their own vehicle or Motability car no petrol costs or other expenses will be considered



## 6 Who has a Mobility Scooter

If the person has a mobility scooter and their day services is only a short distance from their home and can be safely accessed by them using their mobility scooter.

## 7 People living in settings funded by the Adult Social Services, eg Residential Care, supported living schemes

The cost of the placement will meet the full range of support needs, including transport, to attend community activities including college.

## 8 Shared Community Vehicle

Where a person contributes towards the provision of a shared community vehicle, this should be used to transport them to community activities including college, assuming it is available to do so.

## 9 Self-funders

Transport should not be commissioned for those self-funders who are able to arrange and pay for their own transport or where a family member/carer is able to arrange this for them. Where a self-funder is unable to arrange their own transport and there is no-one who can help them, then we can support them to access appropriate transport to their day services but the person will have to pay the transport provider direct.

## 10 Other instances

Other instances where we should not arrange transport are:

- for a person on a **short stay break** to return to their day service provision in their local area (unless the cost of their day service provision together with the cost of transport to and from that provision is less than would be charged for them remaining in respite for the day);
- for a person to attend **health service appointments**, including GPs, chiropodists, dentists, hospitals etc;
- for a person to attend **social clubs and other activities that are not part of their Support Plan.**

Where you think there are exceptional circumstances which would warrant providing transport in any the above cases, you must discuss the case with your line manager.

## **Appendix Three: Case Studies**

Examples of what the changes might mean for people and Adult Social Services, based on previous case studies, are shown below.

### **Person A**

Adult Social Services (ASS) have commissioned transport to a day centre for one day per week for a number of years. Following their annual review and a discussion about their circumstances and the support available, the person uses Norwich Door to Door transport that they pay for. The person's family will also occasionally provide the transport. ASS stopped the commissioned transport a few weeks after the review once the new arrangements were in place. NCC helps grant fund Norwich Door to Door transport.

### **Person B**

The person attends day services four days per week but following a discussion at their review moves to a different day centre. Previously ASS provided transport each day (approx. 10 miles each day). By moving to a different day centre the person can now travel independently and no longer needs NCC commissioned transport. The person travelled on a 16 seater vehicle with 12 other people, so in order to change the size of the vehicle or decommission the route the department will also need to work with the other people on the bus to see if they can make other travel arrangements.

### **Person C**

The person goes to a day centre three days per week, NCC commissioned transport took the person to their day service and their family picked them up from the day service each day. Another day service was identified that can meet the person's need and is closer to their home. To enable the person to carry on going to the day centre that was further away, the family agreed to take over all transport.

### **Person D**

The person goes to day services three and a half days a week. The family has a Motability vehicle, but the person's parent gets too stressed to drive in traffic at peak times. Following a the review the family have agreed to pick the person on the half day when the traffic is less and to return the Motability Vehicle at the end of its lease in 2017 and convert to a Mobility Allowance that will be used to help fund the person's transport. There is a financial penalty that the family cannot afford if the Motability vehicle is returned before end of lease.