

CHESHIRE EAST COUNCIL

REPORT TO: Cabinet

Date of Meeting: 14 March 2011

Report of: Adult and Community Health & Wellbeing and Places Directorate

Subject/Title: Adult Services Transport

Portfolio Holder: Cllr R Domleo

1.0 Report Summary

- 1.1 Adult Services Portfolio Holder approved initially a 2 month public consultation from November to end of December 2010 on the future of Adult Services transport provision and associated client charges. This consultation period was extended at public request to the end of January 2011.
- 1.2 A full report on the consultation process and responses is attached to this report. General feedback is that people value the door to door transport service, particularly the safeguarding aspects (escorts and physical assistance to and from vehicle) and would be happy to pay more for a similar service.
- 1.3 Adult Services are committed to ensure that no individual will have commissioned transport withdrawn without an appropriate alternative solution being available to them to meet their eligible unmet transport needs.

2.0 Decision Requested

- 2.1 Approval is sought for Adult Services and Places to begin a phased programme from April 2011, to move away from Strategically Commissioned Adult Transport provision over the next two financial years. This extended timescale is to mitigate against corporate cost impacts, customer safe transition and to enable the market and support services to fully develop to aid a safe transfer. Adult Services recognise that there may be a need to retain a small element of strategically commissioned transport for those individuals in exceptional circumstances who cannot be supported to travel through alternative transport options.
- 2.2 To agree that no new Adult Services eligible transport needs will be met through strategically commissioned transport, unless in very exceptional circumstances and where legally required to do so.
- 2.3 For Places Directorate and Adult Services to work closely to develop a range of mitigating measures and alternative provision - detailed at item 3.
- 2.4 For Adults Services to set the fee for commissioned transport to £4 per one-way trip from 9th April 2011 (representing a £2 per trip increase) bringing

additional income of £200k based on current transport user numbers which will taper as demand reduces. The average amount people felt they would be happy to pay from consultation equates to £4.55 per one-way trip. Adults with mobility issues receive a welfare benefit which should be used to pay toward transport. Within disregarded income, people have an amount protected for transportation and all eligible customers would also have concessionary travel passes.

- 2.5 For re-investment of savings amounting to £473,400 (2011/12 – see Section 7 below for full details) to be made to develop transport support services, develop concessionary travel and to cover the likely demand on personal budget expenditure. Future years investment would then be determined by demand on provision.

3.0 Reasons for Recommendations

- 3.1 Transport is one of a very limited number of discretionary areas within the Adults Social Care part of the budget with transport only very rarely fitting the criteria as an assessed Social Care need under the Critical and Substantial criteria that is applied under Fair Access to Care. Adult Services do have a duty to ensure a critical or substantial unmet need for transport to access care services is met.
- 3.2 Strategically Commissioned transport does not meet the requirements of personalisation, limiting choice and flexibility. The Department of Health requires everyone with eligible community social care needs to receive their services through personal budgets by the end of 2012.
- 3.3 In view of the Council's scarce resources and budget pressures there is a need to ensure equity in funding, taking account of welfare benefit income that many Adults receive associated with mobility issues paid by the Department for Work and Pensions through Disability Living Allowance Mobility or Motorability schemes and statutory concessionary travel for eligible people. All service users have a small amount of protected income from which to meet some transport costs. Where someone has insufficient to meet their eligible transport needs, Adult Services has a duty to provide a personal budget to meet eligible unmet transport need.
- 3.4 Care managers from April 2010 should follow the tightened Adult Services Transport Policy in new and review cases, which is in line with personalisation and assessed eligibility for transport support or funding. The emphasis is on individuals making their own arrangements through mobility income and personal budgets ensuring more choice and flexibility and with support as required.
- 3.5 During the first 12 months there will be a focus on market development to scope and develop a range of services as follows:
 - Appropriate alternative transport options in the private market (including community transport and accessible buses)

- Developing volunteer services with Third Sector
- Accreditation of accessible taxis
- Accessible buses
- Concessionary travel for carers
- Escorted door to door travel options
- Companion travel passes or Empower Companion card.
- Empower Card payment processes across a range of transport provision.
- Developing a travel planning, booking and coordination role
- Third Sector support for individuals to find suitable transport to meet their need.
- Safeguarding pathway underpinned by training and awareness to be developed and embedded for operators.
- Extending Independent Travel Training.
- Scoping rural transport issues and examining options.
- Ensuring tariffs are moderate for client group.

3.6 Proposed programme:

LILT Area	Timeline	Reason
Crewe/Nantwich	April - June 2011	Greatest amount of transportation, densely populated and greatest opportunity for market development.
Macclesfield	July - Sept 2011	Developing the Northern area as above.
Congleton	Oct - Dec 2011	Smaller, more disperse client group Often travelling greater distance.
Wilmslow	Jan - March 2012	An area where the transport market needs greatest development.
RURAL Areas	2012 onward	Looking at cross boundary partnerships And extending voluntary services.
Complex Needs	2011 onward	Recognising that there may be some People, exceptionally who cannot move from a Strategically commissioned transport Service.
Withdrawal of Strategically Commissioned Transport	By March 2013	In all but very exceptional cases.

- 3.7 Adult Services will continue a review of ineligible transport provision, through the application of the Adult Services Transport Policy, by supporting those with mobility income or no eligible transport need to independent travel.

4.0 Wards Affected

- 4.1 All

5.0 Local Ward Members

- 5.1 All

6.0 Policy Implications including - Climate change - In line with Total Transport objectives.
- Health

- 6.1 Adult Services Transport Policy to reflect Cabinet agreement for no new Commissioned transport services from April 2011 unless in exceptional circumstances and where legally required to do so.
- 6.2 To ensure Concessionary Travel Policies reflect the anticipated greater demand on concessionary travel by service users and carers/escorts to meet the personalisation agenda requirements.
- 6.3 To ensure Public Information and Communication is available in accessible format, with support available to assist customers with individual queries or support/transport planning needs.
- 6.4 A phased approach to the transformation of Adult Services transport is less likely to impact on corporate costs as the programme is extended across 2 years.

7.0 Financial Implications (Authorised by the Borough Treasurer)

- 7.1 Adult Services transport budget is £1,470k (2010/11) against expenditure of £1,592k delivering commissioned transport to 420 adults to and from their day care provision through Integrated Transport shared services fleet vehicles (40 mini-buses) or hired transport. The transport budget reduced by £200k this financial year which has been met through in year efficiency savings although Adult Services project an overspend this financial year of £120k.
- 7.2 Adult Services have an efficiency challenge to save a gross amount of £1.3m over the next two years. This is made up of a MTFS roll forward of £500k in 2012/13 associated with the shift towards personalisation giving service users greater control and independence and £800k in 2011/12 emanating directly from the Efficiency group held on 16th September 2010. Charging for Transport currently generates £250k Income, based on the current level of customers this year, which is anticipated to increase by a further £200k through increased charges in 2011/12 subject to the volume of customers being retained. There is a risk that these income targets will not be met as service users opt to access different transport options and income decreases.
- 7.3 There will be a requirement to reinvest some of the savings into concessionary travel (£50k), travel planning service (£23.4k) and 30% of current spend set aside to meet personalisation anticipated demand (£400k) - the draw on this resource will be monitored and reviewed within the first 12 months. This reinvestment will be met primarily by the income generated from transport charges and where there is a short fall, should volume of custom decline, the service will have to look elsewhere to achieve the required savings.

- 7.4 Gross expected savings over 2 years of £1.3m (£500k met through client charges and £800k from service withdrawal to alternative transport options). The Council's MTFS contains a reduction to the Adults transport budget of £800k in 2011/12 with any savings over and above this being reinvested in 3 areas as outlined below. There is an unknown risk in meeting these saving targets in year associated with pace of market development and the 2 year programme of transformation. Additional capacity is available within the transport budget to cover the risk if there is a shortfall in 2011/12, although should the need arise compensating one-off savings will need to be found from elsewhere across the Adults Directorate to make good this temporary shortfall.
- 7.5 A contingency reserve of £400k to be set aside to be drawn against as needed, to meet anticipated demand on Individual Commissioning personal budget growth associated with meeting eligible unmet transport needs in line with Adult Services statutory duty to meet Fair Access to Care critical or substantial care need, representing a 30% reinvestment to front line services. This can be put toward saving targets if not fully needed in year. Where an individual with eligible transport needs has insufficient income to meet their transport needs associated with receiving their care, Adult Services would make up the difference through a personal budget - there may be a requirement, therefore to redirect some savings to Individual Commissioning for increases to personal budgets associated with unmet eligible transport needs
- 7.6 Reinvestment of £50k to concessionary travel. This represents a prudent assessment of the financial impact of service users making their revised journey using existing passes – with the consequential recharge from the bus companies to the Council rising by this amount. This reinvestment would be reviewed within year one to establish impact and likely ongoing demand.
- 7.7 There is an identified need to negotiate a jointly funded Gr.7 post within Places Directorate for transport planning services offered to Adults and Childrens Services (80/20 split) - **£23,400 pa** from Adult Services and £5,873 pa from Childrens.
- 7.8 A short summary table is detailed below, detailing the current budget forecasts, the anticipated delivery during 2011/12 and the current shortfall in overall terms in 2012/13, which will be reviewed over the coming year to ensure an overall balanced position in 2012/13.

	£000	£000
2010/11 Base Budget		1,470
Additional Income From Service Users from 2011/12		200
		1,670
Individual Commissioning Contingency Investment	(400)	
Transport Planning Post (shared cost)	(23)	

Concessionary Travel Investment	(50)	
		(473)
Available		1,197
2011/12 Budget Reduction		(800)
2012/13 Budget Reduction		(500)
Net Shortfall		(103)

- 7.9 Transport staff redundancy to be costed and met by corporately agreed processes.
- 7.10 The move away from strategically commissioned transport by Adult Services will have an impact across the Transport Fleet and in particular those vehicle costs shared, where Children's Services currently benefit from making use of the fleet, thereby realising economies of scale through sharing costs with Adults. The programme of Adult Services transformation over two years is likely to mitigate the financial risk for Children's Services. However early indications are that this could increase costs by **£200k** across the Transport Fleet for those services used by Children's Services. These increased costs are subject to review and discussion through contract and other negotiations, including how the additional costs, should they arise, be funded from either Places or Children and Families. The outcomes of further work in this area will be monitored and reported on regularly through 2011/12.
- 8.0 Legal Implications (Authorised by the Borough Solicitor)**
- 8.1 The Local Authority has a duty to carry out assessments under Sec. 47(1) NHSCCA 1980 where an individual has come to the knowledge of the authority and they may be in need of community care services. If this assessment highlights a substantial or critical need for a service that the local authority has a duty to provide and their transport needs are also assessed as critical or substantial, then the need for transport must be reflected in the care package. In this case, the Local Authority does not have to provide transport itself but can provide funding through the individuals personal budget to enable them to access the services elsewhere.
- 8.2 If the transportation is not required to access a service which the local authority has a duty to provide, then the need for the transport would still be there but it would not be a critical or substantial need. In this case, the local authority would not be required to provide or fund that service.
- 8.3 In order to comply with the legal requirements for proper consultation, the decision maker should ensure that he has familiarised himself with the views expressed during the consultation period and ensure that those views are taken into account in any decision made.

9.0 Risk Management

- 9.1 The impact on Children's Services Special Education Needs transport unit costs is likely to increase significantly should Adult Services withdraw transport offer.
- 9.2 Given Adult Services need to meet critical or substantial unmet transport need, the risk should the market not respond at an appropriate pace with alternative appropriate provision would bring a need for greater investment in Individual Commissioning funds to meet needs through personal budgets.
- 9.3 Impact on Adult Services Individual Commissioning staff to ensure smooth transition from fleet to alternative provision.
- 9.4 Timescales for transition may extend over two years as the market responds.
- 9.5 There may be a need to retain a very small commissioned transport element for individuals with very complex transport needs which cannot be met in any other way - these needs may possibly be met through fleet retained by Childrens' Services.

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