

**For General Release**

<b>REPORT TO:</b>	<b>CABINET 21st September 2015</b>
<b>AGENDA ITEM:</b>	<b>11</b>
<b>SUBJECT:</b>	Developing an Integrated Travel Offer and Service
<b>LEAD OFFICER:</b>	Paul Greenhalgh, Executive Director People
<b>CABINET MEMBER:</b>	Councillor Alisa Flemming, Cabinet Member for Children, Young People & Learning  Councillor Louisa Woodley, Cabinet Member for Families, Health and Social Care
<b>WARDS:</b>	<b>All</b>
<b>CORPORATE PRIORITY/POLICY CONTEXT:</b> The provision of an integrated travel service supports the Council's key aspirations of the Community Strategy 2015-18 to be a better borough, to protect vulnerable people and to encourage people to take responsibility. Also the Independence Strategy, which aims to help and support people to live fulfilling lives independently of the council.	
<b>AMBITIOUS FOR CROYDON &amp; WHY ARE WE DOING THIS:</b> The provision of an integrated travel service supports Croydon in being a better borough by enabling people to access the education and care services that they need through the provision of a high quality and varied travel service.  This report specifically supports the Ambitious for Croydon independence outcomes. Our aim is to develop an integrated travel service which meets the needs of children and young people and supports their transition into adulthood and which enables adults with social care needs to maximise their independence and have control over their daily life.	
<b>FINANCIAL IMPACT</b> The changes proposed in the approach to travel will contribute £6.7m towards the reduction in expenditure on transport for children and young people with Special Educational Needs and Disabilities (SEND) and transport for adults with social care needs from September 2015, over a 5 year period.	
<b>KEY DECISION REFERENCE NO. This is not a key decision at the consultation stage.</b>	

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below.

**1. RECOMMENDATIONS**

The Cabinet is recommended to:

**Work area 1: Developing an integrated travel service**

1. Agree in principle the further development of an Integrated Travel Service and detailed scoping ahead of implementation in 2016/17.

**Work area 2: Promoting and supporting independence and developing alternative travel options**

2. Note plans to extend the options for travel assistance including offering personal travel budgets to children and families who access specialist nurseries, providing access to travel options outlined in the Travel Assistance Policy for 5-

16 year olds.

3. Note the progress made in the use of Independent Travel Training and Personal Travel Budgets and agree the development and scoping of additional travel options for children and young people with SEND.

**Work area 3: Route optimisation and reducing transport costs**

4. Note the position on the procurement of SEND transport and route optimisation.
5. Note the decision to in-source part of the SEND travel service (transport for Priory school) as a comparator model to the contracted provision has been taken, which commenced from September 2015.

**Work area 4: Travel Support Policy for Adult Social Care**

6. Consider the Travel Support Policy for Adult Social Care Clients set out in Appendix 1, and approve the proposed consultation process detailed in the report.
7. Agree to delegated authority to the Cabinet Member for Families, Health and Social Care, in consultation with the Executive Director of People, to consider the consultation responses on the Adults' policy and determine the options to be enacted.

## **2. EXECUTIVE SUMMARY**

- 2.1 The Council is committed to helping families be resilient and be able to maximise their life chances and independence. It is a key outcome of the Ambitious for Croydon Performance Framework and Independence Strategy. The ability to access provision and where possible, to travel independently is a key enabler to improve access and inclusion of Children and Young People with SEND and Adult Social Care Clients. The recommended policy and service development within this report supports this approach, which will be undertaken in collaboration with children and families using the service.
- 2.2 Croydon Council has an increasing focus on providing an integrated travel service for a range of travel assistance users, building on work already undertaken to lay the foundations for a travel hub by joining up services across adults' and children's services. This report seeks to continue this approach, aiming to have a fully integrated service in place in 2016/17. The Integrated Travel Service will incorporate a number of improvements to existing services, which will be implemented along side its development and are described further in this report.
- 2.3 In keeping with the Council's commitment to continue to develop the travel offer for children and families and as the Council focuses on developing independence, the report also presents a number of additional travel options and a personalised approach to working with children and young people who require travel assistance. This includes a stronger focus on joint planning and review to ensure the travel support provided is in keeping with the needs of individual children and maximizes their independence as they progress into their adult lives.
- 2.4 The report updates Cabinet on the progress made with route optimisation and on the procurement of SEND transport, and on the recent decision taken to insource part of

the SEND transport service (transport provision for Priory school) which will act as a comparator model to the contracted provision and help shape the current market provision from September 2015.

- 2.5 The report also provides an update on the travel support offered in adult social care, presents the Travel Support Policy for Adult Social Care Service Users for in principle approval and seeks agreement to consult with relevant partnership, service user and carer groups on the policy prior to implementation.

### **3. BACKGROUND**

#### **Context**

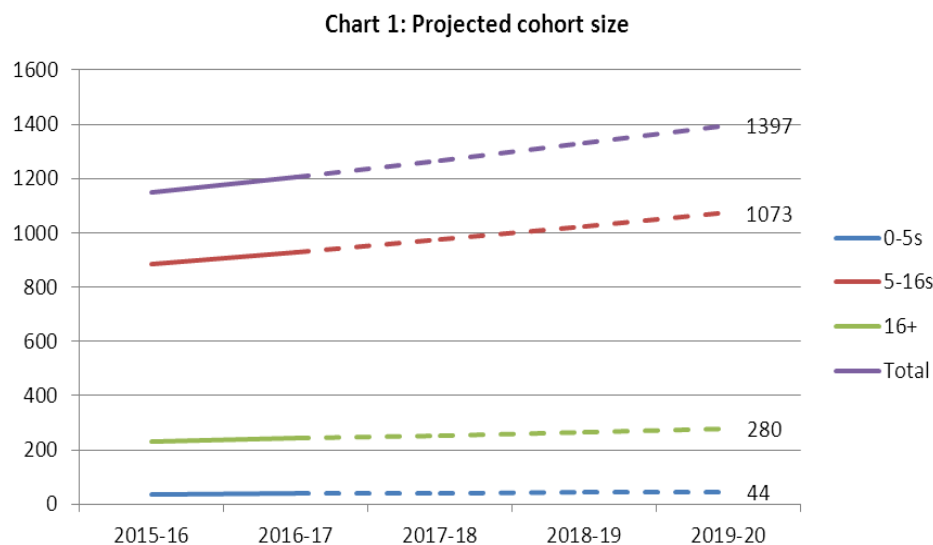
- 3.1. Within SEND, there has been significant national policy change alongside the growth in demand and increasing complexity of need. All of this supports Croydon's ambitions to work with families to improve the life chances and independence of children and young people with SEND as they progress to adulthood.
- 3.2 However, the increasing demand and the complexity of needs of the service users has put pressure on the budgets and costs for transporting children with SEND to and from school. Increases in volumes are predicted to be 5% year on year. To meet this challenge good progress has been made on reducing transport costs through more effective supplier management and encouraging independence and resilient through alternative travel assistance options. The significant increase in demands has increased faster than the quantum of financial savings delivered resulting in cost mitigation not base budget reduction.
- 3.3. With the projected demand for travel assistance continuing, the Council needs to develop and shape the market to ensure it is both competitive and more responsive to the changing and developing travel needs of children and young people. This includes strengthening the range of travel options as opposed to providing a traditional transport service.
- 3.4 To support this, a Croydon Challenge Programme focusing on independent travel has been established. This has a broad scope looking at travel support across all ages and will support the establishment of an All Age Disability service. The project has a number of areas, which have been grouped as follows in this report:
- Developing of an integrated travel service
  - Promoting and supporting independence and developing alternative travel options
  - Route optimisation and reducing transport costs
  - Adults' social care support policy

This report will provide an update on each of these work areas.

#### **Current and projected demand for SEND travel support**

- 3.5 In total, 1,112 children and young people in Croydon are transported to and from school (as at June 2015) because of their SEN, at a total projected annual cost of £8,163,000 for the current financial year. Of those children, 51 are in Adults' provision and funded accordingly, the remainder are funded through the SEND Transport budget held in the People Department, with 6 additional children at the early years Medical Unit of the Croydon Opportunity Playgroup (COPG) funded through the Dedicated Schools Grant (DSG) High Needs budget.

3.6 An overview of the current and projected children and young people transported to and from school is detailed in Chart 1.



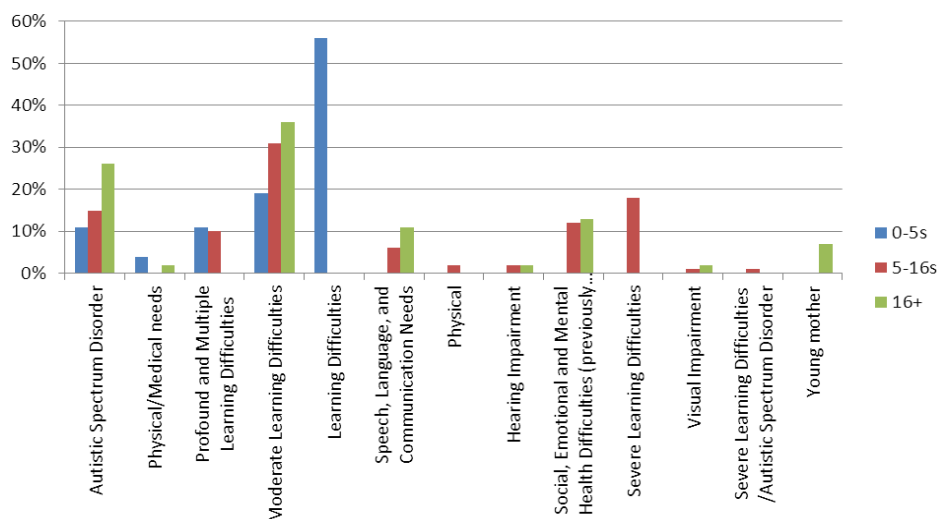
3.7 36 children under 5 are provided with transport to nursery provision and 230 young people over the age of 16 are provided with transport to a post-16 provision (college or special school) or are completing year 11 at their school. This equates to 23% of the total number of children and young people who receive transport and 5% of the total spend.

3.8 80% of the provision is to transport pupils to maintained specialist schools, and the vast majority of journeys are between 1 and 6 miles, with less than 20% traveling more than 6 miles to school. 27% of children receiving transport travel out of borough for their school provision, with the remaining 73% traveling within Croydon.

3.9 The range of needs of the children and young people receiving transport to and from school is broad, particularly in the 5-16 age group. In the under 5s, the majority of children receiving transport to specialist nursery provision have a very complex need but do not yet have a Statement of Special Educational Needs or Education, Health and Care plan (EHCP). In the 16+ group, young people attend a wider range of provisions including mainstream college and specialist provision.

3.10 Chart 2, below shows the primary needs of children and young people receiving transport, divided into three age groups. It is important to note that many children and young people have more than one need and this chart represents only their primary need.

Chart 2: Needs of cohort



3.11 As the population of the borough and particularly of children in the borough continues to grow; the number of children with SEND is increasing by an average of 5% year on year. This is based on an analysis of trend data over the last 5 years and is a higher rate of increase than the rise in the school population as a whole. The disproportionate rise in SEND is linked to the level of deprivation within the child population moving into the borough. A recent Learning Difficulties and Disabilities needs analysis undertaken for the Children and Families Partnership shows a clear link between deprivation and higher levels of SEND. Although growth may vary slightly for the cohort receiving transport, it is likely that demand in this area will rise by a similar proportion. The projection figures are shown in Table 1. This forecasts that there will be approximately 1400 children and young people receiving travel support by 2020. The extension of entitlement to learning up to age 25 subject to certain educational criteria introduced in the new national SEND code of practice 2015 will add further demand pressure on the provision of travel assistance for the 16+ group; this will be tracked against the current baseline demand figure.

**Current and projected spend**

3.12 The total projected spend on SEND Transport for the current financial year is £8,163,000. An overview of the current and projected spend is included in table 1 below.

TABLE 1: SPEND ACCORDING TO AGE GROUP			
Age group	No. of children and young people	Current Spend	Projected spend (assuming 5% year on year increase) 2020
0-5	36	£154,483	£205,520
5-16	883	£7,777,992	£7,514,647
16+	230	£230,525	£308,280
<b>Total</b>	<b>1112</b>	<b>£8,163,000</b>	<b>£10,276,000</b>

3.13 The average annual cost of transport for each pupil is currently £7,275 (an increase of £87 between April and June 2015); however this ranges from £1,150 through to £47,500. There are 12 individuals with annual transport costs of over £30,000; this is primarily due to their complex needs (often requiring an assistant to travel with them). Almost all of those 12 children and young people travel 8 miles or more out of borough to specialist independent providers and are transported by taxi. Of the total spend; 62% is for journeys to provision within borough and the remaining 38% on out of

borough journeys.

- 3.14 The primary drivers for the cost of SEND transport are the needs of the child and the distance of travel. It should be noted that where possible, children are placed at their nearest suitable provision, but there may be some instances where parental preference for a placement further from the child's home has become a requirement as a result of a SEND Tribunal Order.
- 3.15 Based on the current projections, the spend for SEND transport will increase by approximately £400,000 year on year, reaching £10.2m within the next 5 years. At a time where the Council funding is reducing by £100m over the same period, this trajectory is not sustainable and requires a continued focus on reducing transport costs and developing a range of travel options which meet the changing needs of children and young people and focus on building independence.

#### **4. WORK AREA 1: DEVELOPING AN INTEGRATED TRAVEL SERVICE**

- 4.1 Since 2012 the Council has been developing an integrated transport offer which has resulted in the creation of Croydon Transport Services (CTS) which has developed supply side management and route optimisation. The SEND service working with CTS have delivered alternative travel options. However to continue to improve the travel offer for Young People with SEND and adult social care clients the Council intends to build upon this model.
- 4.2 Our vision is the development of an integrated travel service and offer which provides holistic and joined up travel support that meets the needs of the different client groups and is also the most cost effective way of delivering the services borough wide. This includes looking at how the council can work more effectively with other statutory partners and the community to deliver the borough wide approach.
- 4.3 Building on the foundation of CTS the Council is developing an in-house transport service for one school to shape the market response. In addition the initial focus will be exploring further the opportunities for joint working between children and adults services and the potential benefits this could offer, with an intention to implement a travel hub within the Council in March 2016.
- 4.4 The Integrated Travel Service will scope the potential of the full range of travel services already provided for Children with SEN, Looked after Children, Children in Need, Adults' Services, and through Older People's Centres to be integrated into one service. This will allow both a greater degree of flexibility for users as well as maximizing the use of vehicles and contracts in place.
- 4.5 Over the coming months the service will be scoped in detail including a detailed plan for implementation. Since much of the early work has been done to secure an appropriate framework and commence this work in house, the programme can continue at pace.

***Recommendation 1: Agree in principle the further development of an Integrated Travel Service and detailed scoping ahead of implementation in 2016.***

#### **5. WORK AREA 2: PROMOTING AND SUPPORTING INDEPENDENCE AND DEVELOPING ALTERNATIVE TRAVEL OPTIONS**

##### **Developing alternative travel options**

- 5.1 Croydon Council has been undertaking a key transformation project to deliver

substantial quality improvements and financial effectiveness in all aspects of transport services for vulnerable adults, children/young people with SEND), people with disabilities and other eligible client groups. From September 2011, Croydon started piloting schemes other than door to door transport including providing families with personal travel budgets (PTBs) and training young people to travel independently (ITT). An update on each of these is included later in this report.

- 5.2 In order to ensure that we accurately understand the needs of every child and young person who currently receives travel support or is eligible for travel support in the future, the Council intends work with families to develop a Personal Travel Plan for each child. This travel plan will seek to understand the child's current and likely future needs, particularly around the key transition points in the young person's education career. The form of travel assistance provided to each child or young person will then be tailored to their needs, and seek to support their developing independence with annual reviews. This approach is described in more detail in the student journey in Appendix 2. At present the options available when formulating personal travel plans are Independent Travel Training, Personal Transport Budgets and Transport, the Council is seeking to extend these options to include greater flexibility including a potential motability scheme and walking escorts project.
- 5.3 We expect that this will result in significantly more children and young people with SEND taking steps towards independence throughout their time in education which will provide them with an important life skill and build on their learning in school. In order to put this approach into practice we will first need to segment the cohort to identify those families most likely to benefit from such an approach, before later rolling the plans out to all children currently receiving travel assistance. It is likely that the first families to benefit will be those with children approaching key transition points, those with the lowest levels of need and complexity and the children and young people travelling in single vehicles such as taxis.
- 5.4 In order to support this, the current customer journey for SEND travel support has been mapped and is shown in Appendix 3. Based on the learning from mapping the customer journey, we want to develop the travel service, including the investment of additional staff resource to support children and parents with a personal travel plan developed as part of the Education Health and Care Plan. The annual reviews would include the school and social care to ensure that the travel arrangements in place are relevant to the needs of the child and support their independence as they progress.
- 5.5 Croydon Council has three specialist settings for children under the age of 5 with SEND, providing the entitlement of 15 hours early education to approximately 50 children, with varying levels of needs from serious health needs at Croydon Opportunity Play Group's (COPG) new medical unit to a broader range of needs at Winterbourne and Willow Tree. These provisions provide equality of access and important early learning to children who may otherwise be unable to access nursery provision in the borough. All children attending these nurseries currently receive transport to and from the provisions on a discretionary basis as the provision of transport to this age group is not a statutory provision. Never-the-less, Croydon Council deems the provision of transport to be important in enabling every child to access education.
- 5.6 All of the children in these three nurseries are likely to go on to attend specialist school in Croydon and would benefit from the personalization, flexibility and options set out above. This paper proposes that the options (including personal travel budgets and further options to be developed, which are discussed later in this paper) should be available to all children in Croydon's specialist settings. The provision of transport to the families using these provisions is important in enabling their access but it is

possible that a more flexible approach such as motability or a travel budget would suit some families better. This would allow them to take responsibility for their own arrangements and achieve greater independence whilst still benefiting from the provision.

***Recommendation 2: Note plans to extend the options for travel assistance including offering personal travel budgets to children and families who access specialist nurseries, providing access to travel options outlined in the Travel Assistance Policy for 5-16 year olds.***

### **Personal Travel Budgets (PTBs)**

- 5.7 When Personal Transport Budgets were introduced in 2012, they were offered to all parents at the main SEN schools. Whilst this created space within existing vehicles and therefore avoided additional costs when those places were filled, it was difficult to remove vehicles as a result.
- 5.8 From this learning, since April 2014 the provision of personal travel budgets have been targeted at children and families, where there is an actual saving to the authority or where the young person is unable to travel on shared transport. Since this date, 19 additional families are in receipt of a personal transport budget with an average annual cost of £3,200 per child. Compared with the average cost of door to door transport (£7,000), this has reduced costs by approximately £74,000 (55%) for this small cohort of pupils. There are currently 70 families in receipt of PTB's.
- 5.9 The targeting of personal travel budgets has been a success over the last year, not only in providing greater choice for families but also being a more cost effective travel option. The roll out will continue in a targeted way, aiming to increase the number of PTBs in place over the next 5-years, to approximately 10%. The targeted approach as outlined in 5.2.2 will continue to be a starting point but the Council recognizes that a great many more families may prefer to receive their support through a direct payment and therefore personal budgets will be a key option for consideration when devising any child's personal travel plan.
- 5.10 Where it has been identified that a personal travel budget may be beneficial to the parent or child, we will discuss with a parent what, if any, barriers there are that prevent the parent getting their child to school independently. In turn, we will work with families to tailor the PTB to meet the individual family circumstances and support the young person's individual travel plan, reviewing annually and at key transition points. As part of the approach, we will promote how PTBs can be used more creatively in order to encourage greater uptake.
- 5.11 It should be noted that where children are currently on shared transport, by moving them to a PTB, the cost saving is reduced considerably and may not be fully realised until the full cohort on shared transport has transitioned to PTBs, independent travel or other options. This will put a greater emphasis on annual route optimisation in order to ensure that the maximum possible cost saving is realised.

### **Independent Travel Training (ITT)**

- 5.12 The provision of independent travel training, which would enable a service user to travel without the need for assistance, was introduced in May 2013. This was introduced as it not only has significant social benefits to the participant and their families but also had the potential to deliver economic benefits for the Council. With the successful completion of Travel Training costing an average one-off £1000 to £1500 per client, the potential for year-on-year cost reductions throughout an



individual's time in education, and beyond into adulthood in some cases, is very significant.

- 5.13 Since April 2014, 54 pupils have been referred for ITT; 4 have been deemed not suitable, 27 were successfully trained and removed from transport and 23 are in the process of being trained. Due to the time lag in the realisation of reduced spend from ITT, small amounts may be realised in 2015/16 but more tangible cost reductions will be seen from 2016/17.
- 5.14 It should be noted that where children are currently on shared transport, by moving them to ITT the cost saving is reduced considerably provided the whole route is ceased or reassigned. It should also be noted that there is a time lag between identifying a child for ITT and them being trained, whereby both the cost of the transport and the cost of ITT is being covered by the Council
- 5.15 A new contract with Croydon Care Solutions is in place, and will:
- Provide the required flexibility to scale up numbers of referrals / amount of training delivered
  - Provide training for children and adults
  - Clarify delivery standards by establishing a "Croydon Standard" for Travel Training
  - Be actively marketed / advertised to encourage take-up
  - Give the ability to use specialist providers for independent travel
- 5.16 Based on the learning to date, the travel training could be reshaped to target a larger group of young people, including:
- Children / students with moderate learning disabilities attending SEN schools / centres and colleges
  - Children / students attending main stream schools / colleges, who have a disability which is a significant barrier to their learning and development
  - Those clients in receipt of transport who are approaching key transition points i.e. Year 7 and Post 16
  - Clients identified as currently receiving high cost modes of transport, for example solo or shared taxi provision
  - Any other clients in receipt of transport who have been identified as having the potential / capability to undertake ITT
- 5.17 By using personal travel plans, developed in partnership with parents and professionals, and careful transition planning for independence, many more children should be able to access ITT and eventually become independent travellers. The Council intends to work closely with families to assess the child or young person's ability to progress towards independence and anticipate that an average of around 40% of the children and young people over the age of 11, who are currently being transported to school could travel independently. This would amount to almost 170 children and young people in the current cohort of 11-16 year olds receiving transport.

#### **Widening the range of travel assistance options to support independence**

- 5.18 In order to work more closely with families to ensure that children with SEND have the travel assistance they need, keeping them safe whilst building their independence, we will need a wide ranging offer to support them. The Council is continuing to identify and explore additional options for travel support so that the most appropriate assistance can be given to each child or young person.
- 5.19 Initial scoping has been undertaken on additional travel options to sit alongside the development of the current offer, which are outlined in the table below. It should be noted that these options have not yet been included in the financial modelling later in

this paper and further detailed analysis is yet to be undertaken.

<b>TABLE 3: OPTIONS TO WIDEN THE RANGE OF TRAVEL OPTIONS</b>				
<b>Option</b>	<b>Potential benefits</b>	<b>Potential risks</b>	<b>Earliest possible implementation date</b>	<b>Target group</b>
<p><b>Motability scheme:</b> Allowing users to purchase an appropriately adapted car using Council or national government funds, in order to transport their child to and from school.</p> <p>Although this option has potential risk, it is likely that these could be mitigated through strong contract arrangements with clearly set out roles and responsibilities.</p>	<ul style="list-style-type: none"> <li>• Promoting families' independence and allow them greater freedom</li> <li>• Little on-going cost attached to this (some Motability schemes include maintenance and others do not)</li> </ul>	<ul style="list-style-type: none"> <li>• Liability if the parent were to have an accident in the car, if the car was stolen or otherwise rendered unusable</li> <li>• Risk of increasing cost if the car was not properly maintained, or had to be replaced</li> </ul>	September 2016	<ul style="list-style-type: none"> <li>• High cost journeys</li> <li>• Children currently receiving single occupancy taxi transport</li> </ul>
<p><b>Walking escorts:</b> This could be developed in line with the promotion of sustainable school transport. Children could be collected from a pre-arranged route and escorted to school by either walking or by public transport.</p>	<ul style="list-style-type: none"> <li>• Healthy choice for pupils</li> <li>• Promotes independence</li> <li>• Low cost option</li> </ul>	<ul style="list-style-type: none"> <li>• Service will need to be commissioned</li> <li>• Difficult communication with users in case of last minute delays</li> </ul>	January 2016	<ul style="list-style-type: none"> <li>• Short distance journeys for children with moderate needs and siblings to allow parents to transport pupil with SEND</li> </ul>

***Recommendation 3: Note the progress made in the use of Independent Travel Training and Personal Travel Budgets and agree that the development of the alternative travel options for children and young people with SEND will be reported to the Lead Member for Children, Families and Learners who, in consultation with the Executive Director of People, will have delegated authority to approve their implementation.***

**Expected impact of proposals to broaden and promote alternative travel assistance options**

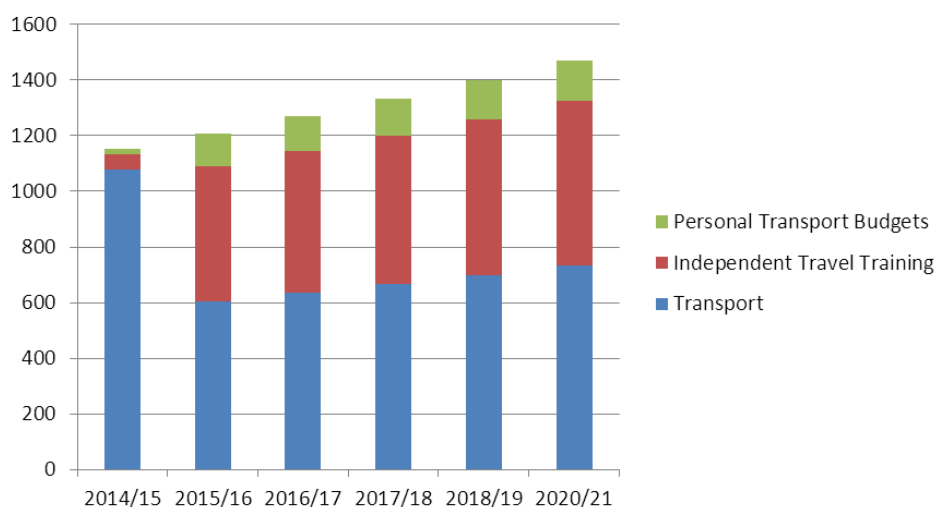
- 5.20 As outlined above, the ambition for all children and young people is that they maximize their independence and transition successfully into adult life. This includes the ability to travel independently. Currently around 6% of children who have previously received travel to and from school are being supported towards independence through independent travel training, but we believe this could be a significantly higher proportion and that the support could be provided earlier in their school careers.
- 5.21 There is however a proportion of young people who will transition into adult services (approximately one fifth of the students currently receiving transport at age 14) and will need to have continued travel support.
- 5.22 Initial modelling has been undertaken, which is outlined in table 4 and in Appendix 5, and sets out the Council's ambitions for an increase in the number of children, young people and families managing travel to their educational provision independently without being reliant on Council transport.

- 5.23 The key assumptions which have informed the modelling are listed below:
- 5% year on year growth in demand for travel support has been modelled as a realistic future assumption, based upon national figures but it should be noted that local demand was closer to 7% in 2014/15.
  - 40% of young people over 11 targeted for ITT from 2017/18 (this will vary across the cohort and ages)
  - 10% of all children and young people targeted for PTBs from 2016/17

<b>TABLE 4. MODELLING INCREASED TAKE UP OF ALTERNATIVE TRAVEL</b>					
<b>Academic Year</b>	<b>15/16</b>	<b>16/17</b>	<b>17/18</b>	<b>18/19</b>	<b>19/20</b>
<b>PROFILE OF COHORT</b>					
Total cohort receiving travel assistance (5% year on year increase)	1179	1238	1300	1365	1433
<b>PROFILE OF TRAVEL ASSISTANCE</b>					
% Cohort receiving transport	86%	72%	67%	67%	67%
% 11+ Cohort travelling independently / undertaking ITT	15%	30%	40%	40%	40%
% Overall cohort travelling independently / undertaking ITT	4%	18%	23.3%	23%	23%
% Cohort receiving PTBs	6%	10%	20%	20%	20%

5.24 The anticipated growth in alternative travel as a result of the new approach is shown in chart 3. Over the next five years, this will see an increase of the proportion of children and families who access alternative travel from 6% to almost 33%.

Chart 3: Proportion taking up alternative travel



## 6. WORK AREA 3: ROUTE OPTIMISATION AND REDUCING TRANSPORT COSTS

### Re-Procurement of Passenger Transport Services

6.1 The Council has completed the re-procurement of the new framework for Buses/Coaches and Taxi and Mini-Cabs. The new framework was awarded on 27<sup>th</sup> May. The adult's part of the framework began on 1<sup>st</sup> August 2015 and the children's part will commence on 1<sup>st</sup> September. The quality evaluation process included representation from key external stakeholders (Parents Forum and Croydon Mobility Forum). A total of twenty nine providers have been awarded to the new framework across twenty two lots, including a number of new operators and sole traders.

- 6.2 The service specification was designed to test and ensure quality of each operator's service provision and also around achieving efficiencies. The new framework anticipates cost savings in the region of 9% annually.

***Recommendation 4: Note the progress made on the procurement of SEND transport and route optimisation.***

**Provision of SEND Transport – Plans for the Future**

- 6.3 The service has gone through a number of changes since 2006, with parts of it being delivered internally by the Council up until 2010, before the current framework was put in place. In recent years, different options on the delivery model for the service have been considered.
- 6.4 With the projected demand for travel assistance continuing, the Council needs to develop and contribute to shaping an operator market that is more responsive to travel needs and includes a broader travel offer to a traditional transport services which meets the needs of children and young people.
- 6.5 To provide an alternative service option the Council has decided to in-source part of the SEND travel service (transport for Priory special school). This will act as a comparator model to the contracted provision and provides the opportunity to help to shape the market and the travel service for the future. This is progressing in tandem with implementing the new framework.
- 6.6 The implementation has focused on insourcing one of the five main schools which the service currently operates routes for via a third party operator, with the aim of shaping the market for this type of provision and setting improved quality standards for the service in the future.
- 6.7 Key benefits for this new service model include:
- Potential to use in-house resources for alternative travel needs.
  - Development an integrated transport offer across the Council and with Partners
  - Shaping the current transport operator market
  - Greater control of the service
  - Improved complaints resolution
  - Direct relationships with the relevant schools
  - Building the intelligence of the service
- 6.8 This project has been a focus for the summer and critical milestones have been met to ensure the in-house service is operational from September 2015, to deliver home to school transport for 101 students at Priory School. The vehicle procurement strategy was agreed by CCB in August and procurement of vehicles is complete.
- 6.9 A suitable depot for the service has been identified and the TUPE transfer of staff from the existing operator and recruitment of additional staff required to operate the service is in progress. All PAs will be paid at London Living Wage and salaries and terms and conditions for incoming and new staff will be harmonised.
- 6.10 Options for utilising vehicles between 'peak vehicle times' for other services will be developed for roll out after Christmas 2015. This will feed into work on the development of the Integrated Travel Service.

***Recommendation 5. Note the decision to in-source part of the SEND travel service (transport for one school) as a comparator model to the contracted provision has been taken, which commenced from September 2015.***

### **Route Optimisation**

- 6.11 In 2013, there was a focus on improving the route optimisation, which included a strategic review of the routes. This was successful in reducing spend by £330k, however increased demand resulted in an increased spend of £240k, and hence a net saving of £90k in 13/14 was realized. This work then helped shape the ongoing optimisation work of Croydon Transport Services, which is now a continuous part of operational service delivery.
- 6.12 The Council has a continued focus on optimising routes and improving the cost effectiveness of the SEND transport service. Routes are reviewed in line with the changes to the student cohort, which includes liaising with other local authorities to explore the opportunities for sharing transport provision. In addition to this, each route is reviewed every half term.
- 6.13 The transport service meets annually with the neighbouring local authorities to review the schools that each authority will be using. This includes a focus on identifying whether there is any potential for sharing routes. Croydon currently transport 19 students for neighbouring boroughs for which we recharge approximately £250,000 annually and also have arrangements with neighbouring boroughs who transport six of Croydon students which delivers an annual cost saving of £29,000. Whilst there continues to be opportunities for joint working, this needs detailed consideration as it could mean longer travelling time for some of the students. The route optimisation will continue to be an important role for the Croydon Transport Services as part of establishing the new Passenger Transport Framework.
- 6.14 Optimisation of transport routes for the autumn term 2015 has been completed for all five schools. This has identified potential savings through a reduction in the number of routes for some schools, mileage savings which reflect more efficient routing and grouping of students and changes to vehicle type. This will be quantified over the coming months.

### **Muster points**

- 6.15 In order to reduce the length of time spent on buses by children with SEND the Council will look more closely at implementing Muster Points, which will enable children and young people to be picked up from a safe meeting place before travelling the minimum possible length of time to school.
- 6.16 The implementation of Muster points was agreed by Cabinet in April 2012. These are in place on a small number of routes, primarily due to access issues for vehicles on certain estates.
- 6.17 Proposals and pilot routes for the implementation of additional muster points are being evaluated with a view to rolling these out in line with the new transport arrangements from January 2016. This will include agreement of the maximum distance a student should travel to a muster point (with assistance) as this will be a key factor in developing the routes. A comprehensive risk assessment process for both the muster point and the students using them will also be undertaken prior to implementation, which includes revisions to current procedures where appropriate, to ensure the safety of students.

- 6.18 Any savings identified will need to be offset by some investment required around implementation i.e. investment in larger vehicles and additional passenger assistants and resources required to mitigate risks identified. A cost analysis to ensure savings are achievable is being completed prior to the roll out in January 2016 and aligned to the route optimisation that is currently being undertaken for the implementation of the new Passenger Transport Framework.
- 6.19 Muster points have been introduced by a number of Council's with potential savings estimated between 1% and 1.5%. The primary benefit for muster points is the potential cost saving that could be achieved, however, there are additional benefits including increasing social interaction and independence, with the potential for some students to move on in time to independent travel training. These will be considered as part of the evaluation ahead of rolling these out more widely.

## **7. WORK AREA 4: ADULTS' SOCIAL CARE SUPPORT POLICY**

- 7.1 The Independent Travel Croydon Challenge Programme is reviewing the provision of travel assistance for both children and adults. As part of this programme, a Travel Support Policy for adults with social care needs has been written formalising the approach that Adult Care Services have operated for some time and taking into account the Council's statutory responsibilities under the Care Act 2014. This policy clarifies the various travel options available to people, the circumstances in which the Council may decide to contribute towards the costs of service users' travel arrangements and how the non-residential social care charging policy would apply. The plan for consultation is outlined later in the report.

### **Option One: No change**

- 7.2 If the proposed Travel Support Policy is not adopted then the current approach will continue whereby individual social workers and their line managers are making recommendations about someone's transport needs based on the person's assessed needs, the outcomes that are important to them and the impact on their well-being if transport is not provided. Whilst this will be compliant with the Care Act, it will not have the degree of rigour as set out in the proposed policy and is likely to lead to inconsistency of application between individuals. The current situation, with a lack of a clear written process for determining eligibility for travel support, can sometime lead to over-provision of ongoing travel support, rather than an emphasis on travel training and improving people's independence. This option will also provide limited assistance to front line staff in making the most cost effective use of Council resources.
- 7.3 Adopting this option would mean that there will continue to be a lack of clarity for service users and carers about why some people have been provided with travel support and others have not, and to a number of complaints from service users or their carers to the Council about the resource decisions made by social work managers. The groups that would be affected in this way include parents of young people in transition from children's services, carers of adults with learning disabilities, adults with physical or learning disabilities, sensory impairment or severe and enduring mental health conditions, and older people who have needs associated with cognition or limited mobility.

### **Option Two: Consult on the proposed Travel Support Policy**

- 7.4 The proposed policy provides a structure for clear decision making regarding someone's ability and potential to travel independently, the type of travel support that they may need, and the resources available to them to enable them to travel in order to achieve the outcomes that have been identified in their care and support plan.
- 7.5 This could lead to disagreements with some parents of young adults in transition from

children's services if they disagree with the outcome of the assessment. Examples of this could be if the assessment indicates that the service user has the ability to benefit from travel training (and a parent disagrees) or the family have the resources available to enable the service user to travel without the assistance of the council (such as the family having the use of a Motability vehicle).

- 7.6 Conversely if this option is adopted it will be clearer to service users and any involved carers how decisions are made, and is likely to lead to an increased emphasis on enabling people to maximize their independence (through travel training for example) whilst making the most cost effective use of Council resources.

Recommended option: Option 2 - to consult on the proposed Travel Support Policy.

***Recommendation 6: Consider the Travel Support Policy for Adult Social Care Clients set out in Appendix 1, and approve the proposed consultation process detailed in the report.***

***Recommendation 7: Agree that outcome of the consultation on the Adults' policy will be reported to the Lead Member for Families, Health and Social Care who, in consultation with the Executive Director of People, will have delegated authority to consider responses and determine which options to proceed with.***

## **8. CONSULTATION**

- 8.1 There will be a specific consultation with relevant groups on the draft Adult Social Care Travel Support Policy, fulfilling the Council's statutory duty and taking into account the impact on users. The proposed policy formalises existing operational practice within the legislative framework of the Care Act 2014. It is anticipated that feedback from this consultation may assist officers in consideration of the proposed implementation of the policy as part of the developing all age approach to travel support.
- 8.2 Croydon's School Travel Assistance Policy was reviewed by Members at Cabinet on 12 December 2011 and agreement given to consult with service users on the following proposed changes to the way in which travel assistance would be provided:
- Introduction of personal budgets
  - Provision of independent travel training
  - The use of central collection points rather than home addresses for bus and taxi services
- 8.3 The consultation outcomes were reported to Cabinet on 23 April 2012. Respondents supported the principles underpinning the proposed changes. However the majority of respondents were users of the current service and were concerned about how changes might impact on their own child or family circumstances. Young people themselves were more confident about being able to travel independently and did not wish to be marked out as different from their peers, but wanted to take opportunities to develop independence skills.
- 8.4 Cabinet considered a detailed presentation of responses to the consultation and agreed a recommendation for phased implementation.
- 8.5 Co-production with families will be undertaken on the options outlined from 5 in this report. This will build on the information and feedback received through the previous

successful engagement on SEN reform when parents, children and young people were consulted on the development of the Local Offer. A questionnaire (online and paper) and workshops were held throughout autumn 2013 and spring 2014 and included questions on the information needed on travel and transport services. Engagement with families on current options being developed for travel assistance will feed into the planned consultation for the all age disability service and will include children, young people and adults with special educational needs and disabilities and their families.

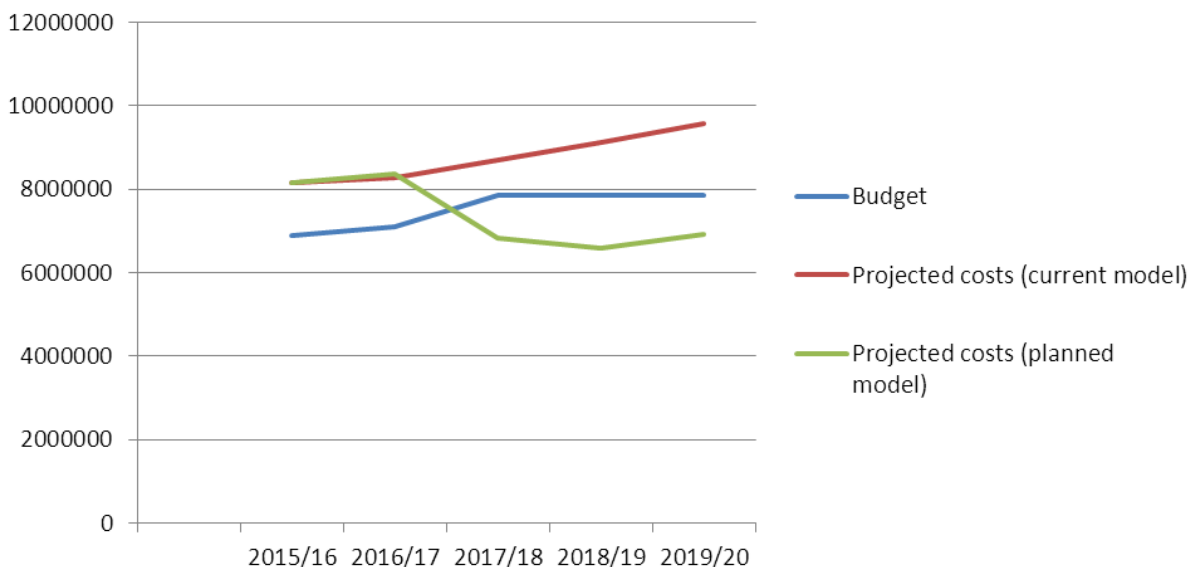
## 9. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

### 9.1 Current profile of travel support

The travel support currently provided to the existing cohort has been profiled to understand the current picture of the take up of the travel assistance on offer. Currently 94% of children and young people eligible for travel assistance receive transport, and only 6% are accessing alternative travel through either personal transport budgets (1%) or Independent Travel Training (5%).

9.3 By increasing the proportion of children and young people taking up independent travel training and using personal budgets (as modelled in section 5.23 of the report) there is significant opportunity to realize savings. The potential benefit and cost differential between the current and proposed model is shown in Chart 4. Over the next five years, the model demonstrates that if we are able to invest £525k to achieve the increase take up of alternative travel, there is the potential to realize cost reduction of approximately £7m by 2020. This is an invest to save model, which could be a solution to managing the ongoing pressure on this budget.

Chart 4: Comparative costs of current and proposed model



9.3 There are a number of considerations attached to these projections:

- Whilst young people are being given independent travel training (ITT) they will also be receiving transport, and therefore the costs for those individuals will actually increase by £1,500 for the duration of their training.
- It is possible that not all young people put forwards for ITT will successfully complete the training, or complete it within expected timescales. The savings for those individuals (up to 10%) may not be realized.



- In the first few years of the proposed programme, whilst young people transition to independence, buses and taxis may not be at full capacity and therefore the costs per person on transport could increase until routes can be optimized and vehicles taken out of use.
- This is dependent on young people and families preferred choice of travel support and therefore ensuring effective communication and promotion of the choices available will be important.

9.4 This early modelling (included in Appendix 5) will be further developed in the coming months through the demand management work which is progressing across the People's Department. As outlined above, this based on a number of assumptions which will be affected by a number of variables. Once the model is agreed and in place, this will be reported to the Transport and Commissioning Board on a monthly basis. The modelling included in Appendix 5 projects the following impact from the ITT and Personal Budget elements of this paper.

FY	Impact				
	2015/16	2016/17	2017/18	2018/19	2019/20
Budget	£6,880,000	£7,091,000	£7,848,000	£7,848,000	£7,848,000
Projected costs (current model)	£8,152,817	£8,266,956	£8,690,870	£9,125,033	£9,581,299
Projected costs (planned model)	£8,227,817	£8,436,514	£6,853,821	£6,598,250	£6,922,935
Difference in models	£75,000	£169,558	-£1,837,049	-£2,526,783	-£2,658,363
Outturn against budget (current model)	-£1,272,817	-£1,175,956	-£842,870	-£1,277,033	-£1,733,299
Outturn against budget (planned model)	-£1,347,817	-£1,345,514	£994,179	£1,249,750	£925,065

9.5 The calculations and modelling above are based upon the following assumptions and considerations:

- The average cost for each child or young person for whom we currently provide transport is of £7,275. We have assumed that the majority of successful ITT and PTB referrals will be taken from the less costly journeys and therefore the average cost of transport will increase from £7,275 to £8,000.
- Average personal travel budget of £3,200 per person
- ITT costs of £1,500 per person
- There is slippage in the realization of cost avoidance for two seats per month on transport as routes are optimized.
- The potential 9% savings from the new framework have not been included in the modelling
- The table above excludes the in-house service and assumes no impact for the 15/16 financial year.
- Recent local demand indicates that it may be above 5%, so regular monitoring of the model and the investment required should be undertaken.
- If targeting of PTBs and ITT does not reach children in single occupancy models of transport savings may not be realized.
- We assume the ITT will be targeted at children aged 12 and over and that this cohort makes up approximately 60% of all children and young people receiving travel assistance.
- We have included cost reductions from ITT for one year after training is completed only, this assumes that children approaching transition points are exclusively targeted and therefore cost reduction may be realized for more than one year in reality.

## 10. FUTURE SAVINGS/EFFICIENCIES

10.1 It is anticipated that the new framework could deliver cost savings around 9%.

- 10.2 A child on ITT will save 100% of the cost of transport after the first year's investment if they transition successfully and are not travelling on shared transport.
- 10.3 A child on PTB will save approximately 50% of the cost of transport if they are not travelling on shared transport.

Approved by: Lisa Taylor – Head of Finance and Deputy S151 Officer

## **11. COMMENTS OF THE BOROUGH SOLICITOR AND MONITORING OFFICER**

- 11.1 The Solicitor to the Council comments that in focusing on any potential legal risk, the consultation, mentioned in paragraph above, must be carried out in accordance with established legal principles set out in *R v North and East Devon HA ex p Coughlan* [1999] EWCA Civ 1871 and section 138 of the Local Government and Public Involvement in Health Act 2007:
- 11.2 Engagement should begin early in policy development when the policy is still under consideration and views can genuinely be taken into account.
- 11.3 Timeframes for consultation should be proportionate and realistic to allow stakeholders sufficient time to provide a considered response and where the consultation spans all or part of a holiday period, policy makers should consider what if any impact there may be and take appropriate mitigating action.
- 11.4 The amount of time required will depend on the nature and impact of the proposal.
- 11.5 The purpose of the consultation process should be clearly stated as should the stage of the development that the policy has reached. Also, to avoid creating unrealistic expectations, it should be apparent what aspects of the policy being consulted on are open to change and what decisions have already been taken. Being clear about the areas of policy on which views are sought will increase the usefulness of responses.
- 11.6 That in relation to the above, any consultation process must be properly undertaken at a time when the options/proposals are still at a formative stage. The process must include sufficient reasons for particular proposals to allow those consulted to give intelligent consideration and an intelligent response. That the relevant information must be presented in a form which is digestible, for those to whom it is addressed.
- 11.7 And finally, that the responses must be conscientiously taken into account when the ultimate decision is taken."
- 11.8 By the enactment of s.149 of the Equality Act 2010 ( "the Act" ) has extended the duty of authorities in respect of people suffering any of the "protected characteristics" of race, disability, sex, pregnancy and maternity, gender re-assignment, sexual orientation, religious beliefs and age, but now for any "public authority". The Act requires that every public authority must, in the exercise of its functions, have due regard to the need to "remove or minimize disadvantages suffered by people who share a relevant protected characteristic" where the disadvantage is connected to that characteristic, to the need to "meet the needs of people who share a relevant protected characteristic" where those needs are different from the needs of people who do not share the characteristic, and to the need to "encourage people who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such people is disproportionately low".

- 11.9 These principles were endorsed by the recent Supreme Court Judgment of R (Moseley, in substitution of Stirling deceased) v Haringey LBC [2014] UKSC 56.
- 11.10 The Judge also commented that the demands of fairness are paramount when contemplating depriving someone of an existing service.

**Approved by: J Harris Baker, Head of Education and Social Care Law, on behalf of the Borough Solicitor & Director of Legal & Democratic Services**

## **12. HUMAN RESOURCES IMPACT**

- 12.1 This report makes recommendations that will require a variety of HR interventions, which would impact on both Council staff and those employed in partner organisations. The service leads are therefore engaging with HR at an early stage to mitigate any risks and ensure the appropriate HR process is followed.
- 12.2 In particular, this report makes recommendations to insource part of the SEND transport service, which would be considered as a service provision change and invoke the effects of the Transfer of Undertakings (Protection of Employment) 2006 Legislation (amended 2014).
- 12.3 In this case the Council would be considered as the ‘transferee’ and staff currently engaged to deliver the service who would normally transfer to the Council under their existing terms and conditions of service, will now be made a new offer as ‘measures’ that is likely to meet the requirements of the London Living Wage. The appropriate TUPE protocols must be followed; particularly the duty to consult with the recognised trade unions and affected staff. Given the timescales and impending school holiday period it is important to ensure sufficient time is allocated to enable meaningful consultation takes place on any proposed measures (i.e. economic, technical or organisational changes) that the Council may propose.

**Approved by: Deborah Calliste, HR Business Partner on behalf of the Director of Human Resources**

## **13. EQUALITIES IMPACT**

- 13.1 A full equality analysis (EA) has been undertaken to assess whether the Passenger Transport contract and the SEND reform is likely to have any adverse impact on customers that share a “protected characteristic”.
- 13.2 The findings of the equality analyses mentioned above will inform the equality analysis which will be undertaken to plan and deliver the key options outlined in this report to:
- Develop an Integrated Travel Offer and Service.
  - Promote and support independence and develop alternative travel options
  - Deliver route optimisation and reduce transport costs

The equality analysis on the above will be undertaken by December 2015.

- 13.3 The proposed Integrated Travel Offer and Service focuses on helping children and young people with SEND to achieve independence and live similar lives to those of their peers, whilst staying safe and being supported to progress. Independent travel is an important step towards living full and healthy lives in the community as adults. The Integrated Travel Service will aim to provide assistance earlier and enable children to enjoy this independence for longer.

- 13.4 The Council will work more closely with children and their families to develop the Integrated Travel Service and Offer. This robust engagement with customers will enable the Council to develop a fuller understanding and insight of the travel needs of individuals. This insight of customer travel needs will be used to build personalised plans tailored around the individual customer.
- 13.5 The provision of an integrated travel service is likely to have a positive impact on two main customer groups that share a “protected characteristic” based on their age and disability. The proposal could also have a potentially negative impact on some pupils who currently use the service but may be reassessed as suitable for alternative forms of support with travel between school and home. This may have an adverse impact on their ability to access education. The savings proposals may also have a negative impact on the parents or carers of children who do not meet the threshold if home-to-school transport is no longer provided. This could put extra pressure on carers and there may also be financial implications.
- 13.6 A detailed equality analysis will be completed to understand the likely advantages and disadvantages of the changes that are proposed through the Integrated Travel Offer and Service. The Council will consult with users on these changes and consider individual needs when examining alternative travel options such as independent travel for certain equality groups such as e.g. gender in relation to vulnerability and safety. The Council will also work more closely with children and their families to develop a fuller understanding of the travel needs of individuals and aim to build personalised plans based on that insight.
- 13.7 Developing an integrated travel offer and service will enable the Council to ensure that it delivers the following objectives that are set out in our Equality and Inclusion Policy:
- Encourage local people to be independent and resilient by providing responsive and accessible services offering excellent customer care
  - To improve support for vulnerable people by making it easier for them to have more choice and control over their lives

## **14. ENVIRONMENTAL IMPACT**

There are no direct implications arising from this report.

## **15. CRIME AND DISORDER REDUCTION IMPACT**

There are no direct implications arising from this report.

## **16. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION**

- 16.1 Within SEN, there has been significant national policy change alongside the growth in demand and increasing complexity of need. With the projected demand for travel assistance continuing, the Council needs to develop a travel service which is responsive to children’s and adults needs, maximises independence and reduces spend.
- 16.2 The recommendations are aimed at developing a clear policy framework and eligibility criteria which both the Council and users can work within and explore the development of new alternative travel options to ensure the most appropriate assistance can be provided to meet the individual needs of children and families.

## **17. OPTIONS CONSIDERED AND REJECTED**

17.1 The options for the Travel Support Policy for Adult Social Care Clients as well as the options considered for alternative travel are set out in the body of the report.

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**CONTACT OFFICER:** Heather Storey, Category Manager, Commissioning, Performance & Procurement – for Children Families and Learners, Ext. 63843

**BACKGROUND PAPERS:** None

### **APPENDICES**

- Appendix 1. Statutory responsibilities for children and young people with SEND
- Appendix 2. Travel Support Policy for Adult Social Care Clients
- Appendix 3. Reshaped SEN transport customer journey
- Appendix 4. Current SEN transport customer journey
- Appendix 5. Financial modelling of increased uptake of alternative travel

## **Statutory responsibilities for children and young people with SEND**

Changes nationally in the statutory responsibilities for children and young people with SEND with the introduction of the Children and Families Act 2014 has introduced a new approach to raising the aspiration of Children and young people aged 0-25 years with SEND. This has shaped the Council's proposal for an integrated travel service and offer. Details of these changes and the Council's response are set out in Appendix 1 for information.

The Children and Families Act 2014 (section 3) sets out in legislation a new approach to meeting the needs of children and young people aged 0-25 years with SEND. This aims to raise aspirations for children and young people through an increased focus on life outcomes including maximising opportunities for independence in adulthood. One of the stated aims of the new legislation, which came into force on 1 September 2014, is to ensure that parents know what they can reasonably expect their local school or college, local authority and local services to provide and to give greater control for parents over the services they and their family use. It requires all Local Authorities to publish a Local Offer, which includes providing information for families on arrangements for travel assistance for eligible pupils.

The Special Educational Needs and Disabilities Code of Practice 2015 provides statutory guidance on the implementation of the new legislation. The guidance states that:

- 'The Local Offer must include information about arrangements for transport provision; including for those up to age 25 with an EHC plan.'
- 'Local Authorities must publish a transport policy statement each year setting out the travel arrangements they will make to support young people aged 16-19 and learners with learning difficulties and / or disabilities (LDD) aged up to 25, to access further education.'

Local Authorities have a duty under the Education Act 1996 and the Education and Inspections Act 2006 in relation to home to school travel. In order to comply with this duty, local authorities are required to promote the use of sustainable travel and transport and make arrangements for all eligible children. The latest statutory guidance (Home to School Travel and Transport Guidance, Department for Education, July 2014) defines children eligible for free travel arrangements in terms of:

- age - those of compulsory school age (5-16);
- distance from nearest suitable school – beyond 2 miles if below age of 8, beyond 3 miles if aged between 8 and 16;
- special educational needs, a disability or mobility problems – children who cannot reasonably be expected to walk to school because of mobility problems or health and safety issues related to their special educational needs or disability; eligibility for such children should be assessed on an individual basis to identify their particular transport requirements; qualifying schools include an independent special school named on the child's Education Health and Care Plan (EHCP).

Croydon published its Local Offer in line with statutory requirements ready for 1 September 2014. Included in this is information on the current travel assistance offer and how to access it. Families are encouraged to consider independent travel training and personal budgets where these may be appropriate.

Croydon's current School Travel Assistance Policy (5-16 years) sets out the eligibility criteria in line with statutory guidance and the range of types of travel assistance offered. The post-16 travel policy is also published on the Council's website.

Robust measures are in place to ensure the appropriate application of the School Travel Assistance Policy, which provides clarity on the process for assessment of eligibility and appeal. Each application for travel assistance is considered on an individual basis and travel assistance is only provided where the pupil attends a qualifying provision and because of their complex needs they are unable to walk or travel on public transport alone or accompanied by an adult. There is also a transparent appeal process in line with DfE guidance. The Travel Assistance Commissioner works closely with the SEN Placement Commissioner in identifying suitable placements whilst having regard for the most cost effective suitable placement including travel costs.

## Appendix 2

# Croydon Council Travel Support Policy for Adult Social Care Service Users

### Introduction

Croydon Council is committed to promoting independence and personal choice and control for the most vulnerable people in the borough including the provision of travel support, where appropriate, to enable people to be and remain mobile.

This policy explains the principles of the Council's approach to the provision of travel support, the types of travel support that may be provided, how the Council will assess service users' needs for travel support and the factors that it will take into account.

This document policy does not change Croydon's policy on eligibility for transport provision. It has been drafted only to provide greater clarity around the existing policy.

### Legal Framework

The Council now has a duty to carry out a needs assessment for care and support under section 9 of the Care Act 2014. Section 47 of the NHS & Community Care Act 1990, section 29 National Assistance Act 1948 and section 2 Chronically Sick and Disabled Persons Act 1970 have been repealed so far as it relates to persons of Adult age.

The Council will draw up a care plan setting out how a service user's eligible needs for care and support will be met. The Council will consider what journeys need to be made in order to access those services. However, the Council also has a duty to make the most effective use of its resources and to target those resources to those with the greatest need for support. This policy takes account of this duty.

### General Principles

In line with the national policy of promoting independence for adults with social care needs, this policy is based on the assumption that service users will travel independently to access support, except where assessment shows that this is not possible. The Council's policy is based on the following core principles:

- The provision/funding for travel support will **only** be considered if, following assessment, it has been determined that the service user has care and support needs that meet the national eligibility threshold established by the Care Act 2014 and as set out in the Care and Support (Eligibility Criteria) Regulations 2014.
- The Council will arrange for the provision of travel support to enable service users to access community activities, work experience, reablement, care services, or respite care, as agreed in their care and support plan, (also known as an independence plan) only where they are unable to travel independently without assistance and have no other suitable travel resources available, financial or otherwise.
- Access to transport services will be based on the need to promote independence and to enable service users to remain independently in their home for as long as possible.
- The assessment of need for travel support provision will be a separate but complementary element of a service user's ' care and support needs assessment; i.e. no service will carry an automatic entitlement to travel support.



- Service users who undertake travel training after assessment will only be expected to travel independently if they complete the training successfully and it is safe for them to do so.
- Where it has been determined, following a needs assessment for care and support, that a travel support element will be included in the care and support plan any costs to the local authority will be included in the calculation of the service user's personal budget.

## **Eligibility, Application, Assessment, Funding and Review of Travel Support**

### **Eligibility**

Service users will participate in an assessment of their social care and support needs which will include an assessment of their mobility and, where appropriate, an assessment of their need for travel support to enable them to access the services that have been agreed as the most appropriate and cost effective way of meeting the service user's identified outcomes.

### **Travel Support Assessment**

The Council will assess a service user's need for travel support in 4 stages:

- Assessment of the person's access to existing forms of transport or travel support
- Assessment of the person's current level of mobility, including opportunities to improve mobility, e.g. physiotherapy or falls prevention exercise classes.
- Assessment of the person's current ability to travel independently including any specific factors such as sensory or cognitive impairments or psychological needs.
- Identification of appropriate travel support

These stages of assessment are described in more detail at Appendix A

In carrying out its assessment, the Council will always take service users' individual circumstances and wishes into account. However, the Council will generally use the following principles as the basis for its assessment of the need for the provision of travel support and the form that it might take:

- The Council will expect service users in receipt of either the lower or higher mobility component of the Disability Living Allowance (or the mobility component of a Personal Independence Payment (PIP)), to make use of their mobility allowance to pay for their transport needs, and will only consider the provision of additional travel support where the allowance is inadequate.
- Where a service user has used their mobility allowance to obtain a Motability vehicle they will not normally receive any further travel support. This equally applies if the Motability vehicle is driven by a family member or carer on behalf of the service user where it will be assumed that the family member or carer will use the Motability vehicle to enable the service user to access services within their care and support plan.
- Travel support will not usually be provided for:
  - Hospital visits;
  - Travel being undertaken to address a person's health needs, including Continuing Health Care Needs;
  - People living in establishments fully funded by the National Health Service;
  - People who have been placed in the Borough for care and support purposes by other local authorities;
  - People who live in residential care where the provider is being funded to provide 24 hour care including any transport support needs;

- People who choose to attend a service outside of their locality when a suitable service is available to them locally.
- People whose travel needs can be met by a family member or friend.

### **Funding**

- If an individual is assessed under the Care Act 2014 eligibility criteria as having care and support needs that require travel support that cannot be met in any other way, including through use of those concessionary services that are universally available, that support will be included within the person's care and support plan and the final personal budget allocation.
- Any personal budget provided by the Council to meet service users' social care needs, including needs relating to transport, may be subject to a personal contribution by the service user following a financial assessment.

### **Review**

Service users provided with travel support will have that support reviewed as part of any review or reassessment of their social care and support needs. As a result, travel support may be continued, increased or removed as appropriate.

### **Travel Training**

The core aim of travel training is to help people, who have the ability to develop the necessary skills and confidence, to travel independently. The Council also recognises the benefits of such training in developing the confidence and social skills of service users who may continue to need to be accompanied when travelling but may be able to learn how to use public transport with support.

If this travel support assessment finds that a service user has the potential to travel more independently, following appropriate training or support, the service user will be referred for a travel training assessment. An appropriate training plan will then be drawn up for agreement with the service user and/or parent/carer as appropriate. As the travel training programme progresses the way in which the service user travels to access social care support will change.

Once travel training has been undertaken the travel training assessor will produce a full report, risk assessment and recommendation as to whether a person is safe to travel that particular journey. If a person has been assessed as able to travel independently, the council will usually expect the person to do so. After successful completion of the travel training programme, service users will still have access to the travel training service in order to have route training for any new journeys.

### **Types of Travel Support**

Where a service user needs to travel as part of their care and support plan the Council will determine the type of travel support that is most suitable to meet the person's needs. The types of travel support that may be proposed or provided may include, but are not limited to:

- Freedom pass – the provision of passes for older people and people with a disability, which provides free travel on almost all public transport in London.
- Blue Badge – entitling those who are eligible to various parking concessions.
- Taxicard – subsidised transport in taxis and private-hire vehicles.
- Mobility allowance – the mobility component of the Disability Living Allowance (or the mobility component of a Personal Independence Payment (PIP) when introduced) is a tax free benefit available to adults who have difficulties with mobility. There are two levels with different eligibility criteria – a higher rate and a lower rate
- Dial-a-Ride – this door-to-door service is operated by Transport for London and is for people who cannot use public transport. It provides its members with free door-to-door transport for things like

shopping, visiting friends and getting out and about. The service is controlled centrally in London, but delivered locally.

- Community Transport – local Community Transport providers may provide the most appropriate and cost effective means of door-to-door travel for individual people and may levy a charge for the service.
- Voluntary sector transport – transport provided by the voluntary sector so that individuals can attend lunch clubs and other day care services.
- Care provider Transport - some care service providers may provide transport to enable service users to attend day centres, reablement centres or to participate in other activities.
- Council-provided transport - The Council may provide transport in its own vehicles or in approved contractors' vehicles (e.g. private hires or minibuses) only where this is the most appropriate and cost effective means of providing travel support as an integral part of specific social care services.
- Where the need for assistance to travel has been identified within a care and support plan and it has been determined that the most cost effective option is for the service user to make their own arrangements, then an agreed part of the service user 's personal budget may be used to pay for travel that is essential to the delivery of the care and support plan.

### **Charges for Transport Services**

Where travel support is provided for a service user as part of the care and support services arranged by the council then the cost of the travel support is included in the amount of personal budget that is allocated to that person. In order to determine how much the service user would be expected to contribute towards the costs of the care and support services (including costs associated with travel support) the council undertakes a non-residential financial assessment. If the service user is in receipt of DLA / PIP mobility component this will not be taken into account when determining what financial resources are potentially available to contribute towards social care costs.

As part of this financial assessment the council has adopted a disability related expenditure policy where expenditure allowable in a non-residential financial assessment can include any living costs associated with an individual's disability or infirmity. This may reduce the person's maximum weekly assessed charge. This policy is written in accordance with the good practice guide issued by the National Association of Financial Assessment Officers and is Care Act compliant. This is updated annually and ensures that LBC allows individuals to claim expenditure items that are a direct result of their disability or infirmity.

Included within this policy is the ability to ask for consideration of some transportation allowance such as transport needed to enter or remain in work, other transport costs necessitated by illness or disability, including costs of transport to day centres, which are over and above the mobility component of DLA or PIP, if the person is in receipt of such payment for these costs. This means that if a service user is paying for their own transport arrangements to travel to and from services included in their care and support plan and this expenditure exceeds their DLA /PIP mobility component, they can ask for the council to consider whether such expenditure should be regarded as disability related when the financial assessment is undertaken.

In some cases, it may be reasonable for LBC not to take account of claimed transport costs if, for example, a suitable, cheaper form of transport such as council- provided transport to day centres, is available and forms part of the service user's care and support plan.

### Travel Support Assessment Process

The Council will assess a service user's need for travel support in 4 stages:

- Assessment of the person's access to existing forms of transport or travel support
- Assessment of the person's current level of mobility, including opportunities to improve mobility, e.g. physiotherapy or falls prevention exercise classes.
- Assessment of the person's current ability to travel independently including any specific factors such as sensory or cognitive impairments or psychological needs.
- Identification of appropriate travel support

### Stage 1: Assessment of the person's access to existing forms of transport or travel support

Service users will *not* normally be eligible for travel support if:

- They can use public transport safely. If there is an appropriate public transport route available to enable them to access agreed care services independently, the Council expects the service user to use it. If they have a Freedom Pass or other travel reduction, the Council expects the service user to use it to reduce the cost of journeys.
- If they can travel safely on public transport when accompanied by someone able to provide the appropriate support, and there is someone, e.g. a friend or family member, able and willing to accompany them on such journeys.
- They have a Motability vehicle or other vehicle which they drive themselves. It will normally be expected that the person can use their own vehicle to travel to and from the location of the care service/activity. In situations where the service user has a Motability vehicle which is not used by their parents/carers the council may decide to pay for another person to drive the Motability vehicle to enable the service user to travel where this is set out in their care and support plan. In situations where a service user is living in supported accommodation or registered care where that service provider has already been contracted to support the service user to travel, the service provider will be expected to arrange and pay for a staff member to drive the Motability vehicle. In cases where there are already two people insured to drive a Motability vehicle, the council can provide written confirmation to the Motability scheme to allow more than two people to be insured to drive that vehicle.
- Their parents/carers have a Motability vehicle which has been provided to support the needs of the service user. It will normally be expected that the parents/carers will make use of that vehicle to enable the service user to travel to and from the location of the care service/activity.
- They are in receipt of the mobility component of Disability Living Allowance (or Personal Independence Payment from April 2013) and this is sufficient to meet the cost of travel to access their care support arrangements. It will normally be expected that the service user will prioritise use of the mobility component to meet the cost of travel. The Council will consider the provision of additional travel support if the allowance is inadequate to meet the service user's needs.
- They can be transported to and from care services by a carer, family member or friend if they wish to.

## **Stage 2: Assessment of the person's current level of mobility, including opportunities to improve mobility, e.g. physiotherapy or Falls Prevention Exercise Classes**

An assessment will be made of the service user's mobility by the allocated Care Manager or Social Worker, supported by an Occupational Therapist as necessary, and based on the Department for Transport criteria for eligibility for concessionary travel. This will include assessment of the person's:

- Ability to walk outside (including in slippery/icy weather conditions)
- Stamina to walk to nearest public transport, e.g. bus stop
- Requirement for a wheelchair or other walking aids
- Ability to get in and out of their property, including managing any steps between the property and the roadside
- Ability to get in and out of a vehicle
- Risk of falling without support
- Ability to bear weight to transfer if needs to use a wheelchair
- Risk when mobilising due to uncontrollable movements

On completion of the assessment, people will be categorized as having:

- No mobility problems,
- Limited mobility problems,
- High/ complex mobility problems

If travel training will help, then provide it, then look again at whether they can travel independently

If travel training will not help, then some sort of travel support may need to be provided. The precise nature of the support then depends on the person's individual needs]

## **Stage 3: Assessment of the person's current ability to travel independently including any specific factors such as sensory or cognitive impairments or psychological needs**

Where it is clear from a service user's assessment at Stages 1 and 2 that they are capable of travelling to and from agreed care services without the need for travel training, travel support will not be provided. For example, where it is assessed that a service user's mobility is sufficient to enable them to walk safely a reasonable distance to care services, travel support will not be provided.

However, where necessary, an assessment will be made of the service user's ability to travel independently by the allocated Care Manager or Social Worker, supported by other professional advice as necessary. The assessment will take into account the:

- Extent of the mobility issues identified in Stage 2

- Availability of family/ carers to provide travel support
- Communication difficulties (for example ability to order a taxi or use public transport). Where communication difficulties are present, assessors will seek to provide support to mitigate risks via use of assisted technology or other methods to promote communication.
- Psychological/psychiatric factors e.g. mental health, loss of confidence, agoraphobia as evidenced/identified by relevant professionals.
- Sensory impairments and limitations as identified by sensory impairment service or other relevant professionals.
- Experience or risk of harassment as identified by relevant authorities such as police or via safeguarding proceedings.
- Vulnerable due to inability to recognise predatory behavior as identified by relevant authorities such as police or via safeguarding proceedings.

The assessment will determine whether the service user:

- Is capable of travelling independently to access services to meet agreed social care outcomes so that travel support is not required
- Requires some training, support or assistance that will enable them to be capable of travelling independently to access services to meet agreed social care outcomes and that travel support is therefore only required for a limited period
- Is not capable of travelling independently

### **Review of Stages 1 to 3**

The outcomes of the assessments at Stages 1 to 3 will be used to determine the eligibility of the service user for travel support. Assuming that the person is potentially eligible for travel support following Stage 1, then the person's final eligibility will be determined by a combination of the outcomes of Stages 2 and 3.

The assessor will consider any mobility issues identified in Stage 2, what can be done to increase the person's mobility, and what impact this will have in the short and medium term on the type of assistance that the person will need to travel.

The assessor will then consider the issues identified in Stage 3 and the impact that these may also have on the person's ability to travel.

Having determined that the person is not able to travel without support being arranged and funded by the council, the assessor will need to identify the least restrictive and most cost effective form of travel support, examples of which are summarised below.

1. A programme of travel training that includes helping the person to get to and from the venues at which the care and support service(s) will be provided.

2. Travel on public transport with support from a paid carer.
3. Travel on transport arranged by Croydon Transport Services, such as a taxi, minibus or coach, with the type of vehicle and collection and drop-off arrangements being determined following discussion between the Care Manager or Social Worker, the service user and parents / carers and CTS.

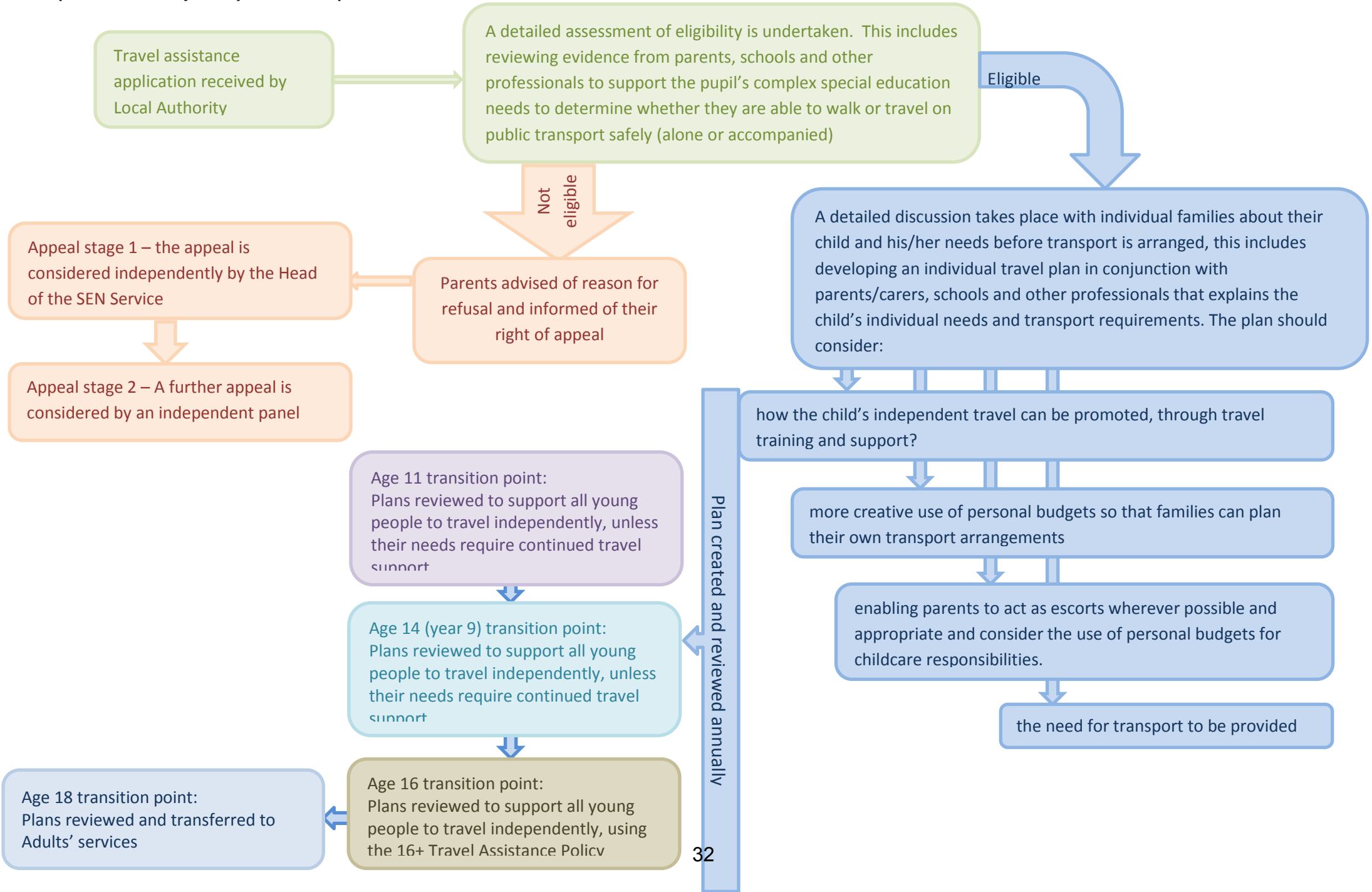
#### **Stage 4: Identification of Appropriate Travel Support**

Once the service user's' eligibility for travel support has been determined as above, and has been recorded in the person's care and support-plan, the Council will work with the service user and others to make appropriate arrangements for its provision where necessary. Directly provided transport services – whether internal or external – will not be provided as a matter of course and will only be considered once other alternatives have been considered and ruled out.

Any travel support that is arranged will be linked to agreed social care outcomes, included in the person's care and support-plan and personal budget and subject to regular review.

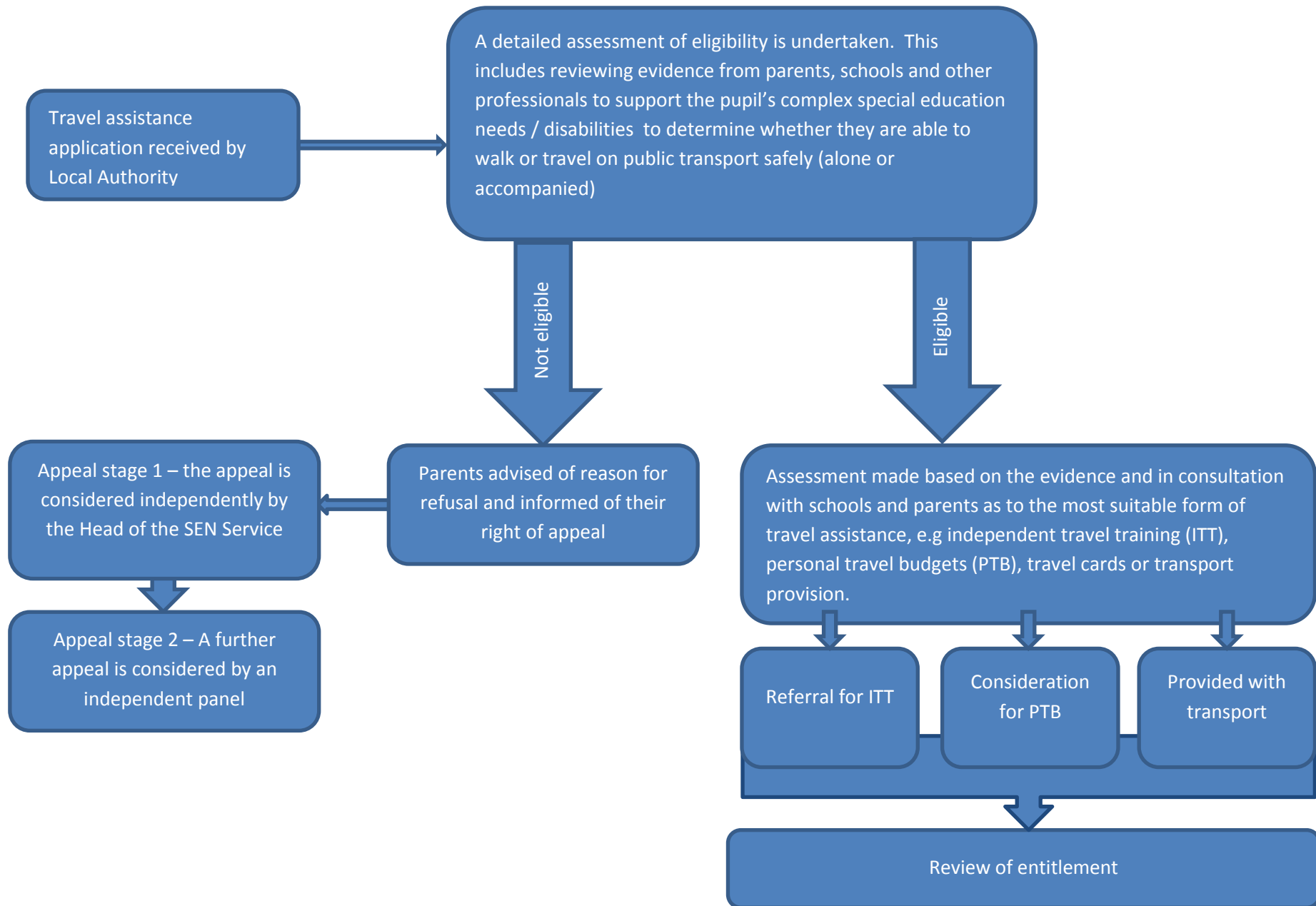
Appendix 3

Proposed customer journey – SEN Transport





Taking a real customer journey – SEN Transport



Appendix 5: Financial Modeling

Current projections						
FY		2015/16	2016/17	2017/18	2018/19	2019/20
Total receiving travel assistance inc 5% growth		1179	1238	1300	1365	1433
Reduced travel assistance as a result of previous year ITT			1196	1257	1320	1386
Proportions	PTBs	6%	6%	6%	6%	6%
	ITT	4%	4%	4%	4%	4%
Numbers	PTBs (£3200)	71	72	75	79	83
	ITT + Transport (£1,500+7275)	47	48	50	53	55
	Transport (£7,275)	1061	1076	1131	1188	1247
Costs	PTBs	£226,368	£229,537	£241,307	£253,362	£266,031
	ITT + Transport (£1,500+(£7275*.33) if successful)	£206,946	£209,844	£220,604	£231,625	£243,206
	Transport	£7,719,503	£7,827,576	£8,228,959	£8,640,047	£9,072,062
	Total	£8,152,817	£8,266,956	£8,690,870	£9,125,033	£9,581,299

Planned model						
FY		2015/16	2016/17	2017/18	2018/19	2019/20
Total receiving travel assistance inc 5% growth		1179	1238	1300	1365	1433
Reduced travel assistance as a result of previous year ITT			1196	1099	1084	1138
Proportions	ITT - proportion of over 11s	6%	30%	40%	40%	40%
	PTBs - proportion of those not targetted for ITT	4%	10%	20%	20%	20%
Targetting	ITT - Total aged 12 and over		743	780	819	860
	PTBs - Total minus those targetted for ITT		1015	988	1037	1089
Numbers	PTBs (£3200)	71	102	198	207	218
	ITT + Transport (£1,500+(£7275*.33) if successful)	47	223	312	328	344
	Transport (£8,000)	1061	871	590	549	577
Costs	PTBs	£226,368	£324,838	£632,246	£663,858	£697,051
	ITT + transport	£206,946	£977,821	£1,368,950	£1,437,397	£1,509,267
	Transport	£7,719,503	£6,969,305	£4,718,075	£4,392,445	£4,612,067
	Slippage due to empty seats		£14,550	£14,550	£14,550	£14,550
	Additional operating costs	£75,000	£150,000	£120,000	£90,000	£90,000
	Total	£8,227,817	£8,436,514	£6,853,821	£6,598,250	£6,922,935

Impact						
FY		2015/16	2016/17	2017/18	2018/19	2019/20
Budget		£6,880,000	£7,091,000	£7,848,000	£7,848,000	£7,848,000
Projected costs (current model)		£8,152,817	£8,266,956	£8,690,870	£9,125,033	£9,581,299
Projected costs (planned model)		£8,227,817	£8,436,514	£6,853,821	£6,598,250	£6,922,935
Difference in models		£75,000	£169,558	-£1,837,049	-£2,526,783	-£2,658,363
Outturn against budget (current model)		-£1,272,817	-£1,175,956	-£842,870	-£1,277,033	-£1,733,299
Outturn against budget (planned model)		-£1,347,817	-£1,345,514	£994,179	£1,249,750	£925,065