



Haringey Council

NOTICE OF MEETING

Scrutiny Review - Service Based Transport in Adult Social Care

WEDNESDAY, 15TH OCTOBER, 2008 at 10:00 HRS - WINKFIELD ROAD RESOURCE CENTRE N22.

MEMBERS: Councillors Bull (Chair), Butcher and Gorrie

AGENDA

1. APOLOGIES FOR ABSENCE

2. URGENT BUSINESS

The Chair will consider the admission of any late items of urgent business. Late items will be considered under the agenda items where they appear. New items will be dealt with at item 11 below.

3. DECLARATIONS OF INTEREST

A member with a personal interest in a matter who attends a meeting of the authority at which the matter is considered must disclose to that meeting the existence and nature of that interest at the commencement of that consideration, or when the interest becomes apparent.

A member with a personal interest in a matter also has a prejudicial interest in that matter if the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice the member's judgment of the public interest **and** if this interest affects their financial position or the financial position of a person or body as described in paragraph 8 of the Code of Conduct **and/or** if it relates to the determining of any approval, consent, licence, permission or registration in relation to them or any person or body described in paragraph 8 of the Code of Conduct.

4. TO CONFIRM SCOPING REPORT (PAGES 1 - 8)

To approve final scoping report to go to Overview & Scrutiny Committee (attached).

5. MINUTES OF LAST MEETING (PAGES 9 - 12)

To approve minutes of the last review meeting held on 31st July (attached).

6. INITIAL PROJECT DOCUMENTATION (PAGES 13 - 18)

To submit original project documentation to the Panel (attached).

7. RESEARCH GOVERNANCE (PAGES 19 - 26)

To outline Research Governance procedures in Adult Social Care and the implications for the review. Submission to Research Governance Panel is attached.

8. THE DEVELOPMENT OF SERVICE BASED TRANSPORT IN ADULT SOCIAL CARE (PAGES 27 - 46)

To hear evidence from Adult Social Care Services in respect of the impact of service based transport in day care services. A report is attached and the following representatives will present:

Len Weir, Service Manager Older People's Day Care

Eija Sinitalo, Service Manager, Older Peoples Residential Care

Beverley Tarka, Manager Day Opportunities, Learning Disabilities Partnership

Maria Hajipanayi, Head of Commissioning and Business Management, Children & Young Peoples Service

9. OPEN PANEL DISCUSSION WITH SERVICE USERS, CARERS & STAFF

Panel discussion with service users, carers, staff and other representative groups as to how service based transport has impacted upon Day Centre services.

10. CONFIRM DATES OF FUTURE MEETINGS AND SERVICE VISITS

- To confirm dates of future Panel meetings.
- To confirm dates of Panel visits to:
 - Ermine Road Day Centre (LD)
 - Keston Day Centre (LD)
 - The Grange (OP)
 - The Haven (OP)

11. ANY LATE ITEMS OF URGENT BUSINESS

Yuniea Semambo
Head of Member Services
5th Floor River Park House
225 High Road
Wood Green
London. N22 8HQ
0208 489 2623
yuniea.semambo@haringey.gov.uk

Martin Bradford
Research Officer
Overview & Scrutiny
225 High Road
Wood Green
London. N22 8HQ
0208 489 6950
martin.bradford@haringey.gov.uk

This page is intentionally left blank

Scrutiny Review of Service Based Transport in Adult Social Care Scoping Report

Introduction

- 1.1** In April 2007, responsibility for the planning and provision of passenger transport service within adult social care was devolved from a centralised service to individual provider services Learning Disabilities, and Older Peoples Day & Residential Care.¹ Through decentralisation, it was anticipated that provider services would have greater flexibility to plan and organise passenger transport to meet the multiple and often complex needs of their service users.
- 1.2** The following provides an initial scoping for a scrutiny review to assess the impact of service based transport in adult social care. It provides an overview of the decision to decentralise passenger transport services and the expected outcomes of this service change. The proposed terms of reference, methodology, review aims and objectives and work plan are presented for consideration.

Background - JTPU

- 2.1** Local Authorities have a duty to provide transport to service users that have mobility problems. This may include children and young people with Special Educational Needs (to the age of 19), adults with a physical disability or learning difficulty and older people. In this context, Local Authorities provide a range of transport services to enable vulnerable adults to access education, welfare or other support services.
- 2.2** Prior to April 2007, the Joint Transport Planning Unit (JTPU) provided for the majority of passenger transport services in Haringey. Transport services were provided through an in house vehicle fleet and externally commissioned services. Drivers and escorts were also managed centrally through for all transport routes. These transport services supported over 400 young people and 150 adults to access schools, day centres and luncheon clubs.
- 2.3** Within the centralised service operated by the JTPU, service users were generally picked up from their home and dropped off at respective schools, day care centres or luncheon clubs in the morning with the reverse journey being undertaken in the evening. In addition to these established routes, the JTPU also provided transport for school swimming, school catering and council postal services. The make up of transport usage provided through the JTPU in 2005/6 was SEN 76%, Social Services 19%, School Swimming 2%, School Catering 2% and Council post 1%.
- 2.4** In 2005/6, the overall cost of transport services provided through the JTPU was £4.73m. The cost of passenger transport for adult social services (the subject of this review) was £952k.

¹ Physical disabilities had their own arrangements previous to this decision.

Background – Service Based Transport in Social Services

- 2.5** The modernisation of day service provision for adult social care has precipitated the need for service users to access mainstream opportunities directly from their home and from day care centres throughout the day. This has required a more flexible and responsive passenger transport service to meet the varied needs of individual service users
- 2.6** Passenger transport configuration within JTPU was not felt to be sufficiently flexible to meet the evolving needs of service users at day centres for adult social care. It was therefore proposed that service based transport should be developed, where vehicles would be based at and managed through respective day centres instead of a centralised service. This would provide more localised control over passenger transport which could be more responsive to the needs of service users at day centres.
- 2.7** Within the new arrangements for service based transport, social services transport in effect opted out of centralised passenger services provided through the JTPU. Transport is now directly procured, coordinated and managed through Social Services and respective day centre managers. Drivers and escorts are also locally managed and have a new dual role in which they undertake support work within respective centres in addition to their driver/escort role. A service level agreement remains with the JTPU for quality assurance purposes to ensure that vehicles comply with statutory regulations
- 2.8** Under new arrangements for service based transport, adult social care services currently has 31 vehicles in its “fleet”. These are a mixture of tail-lift coaches and mini-buses and are based and managed in the various service centres. The fleet is distributed across Adult Services in the following configuration: 2 vehicles for Older People Residential Care, 2 vehicles for Physical Disability, 6 vehicles Older People Day Care and 21 vehicles Learning Disabilities Day Care.
- 2.9** The move from centralised transport provision to service based transport was anticipated to have a number of inherent advantages which would improve service delivery and the care and support that service users would receive. These included:
- Increased access to transport during the day for clients to access mainstream and other community services
 - More staff in service during the day to facilitate community access
 - More flexibility for service users in pick up and drop off times
 - Reduction in the time service users spend travelling (through use of smaller vehicles)
 - Improved communication and liaison with parent/carers
 - Greater continuity of care and improved understanding of service users needs by having dedicated and trained drivers/carers
 - Establishment of a service which is adaptable to the evolving needs of service users

- More cost effective transport service

2.10 Thus the decision was taken for Learning Disabilities, and Older Peoples Day Care to opt out centralised provision in 2005/6 (effective from April 2007). Special Educational Needs provision remains within the JTPU.

Terms of Reference

3.1 Service based transport has been in operation for over 1 year which has provided time for this service to establish itself within its respective services and among its service users. It is also a timely juncture at which to evaluate the impact of this new development.

3.2 To date, there has been no formal evaluation of service based transport within adult social care. It is therefore proposed that the scrutiny review should focus on assessing the operational effectiveness of devolved transport provision and whether the anticipated benefits of the reconfiguration of passenger transport services have been realised. In addition, the review should also assess the strategic impact that devolved transport provision has had upon remaining centralised passenger transport services provided through the JTPU, its implications for other passenger transport services and the broader policy and service aspirations of the council.

3.3 Specifically, it is proposed that the review should seek to meet the following objectives:

- To ascertain whether the development of service based transport in adult social care has met intended project aims as set out in section 2.9 of this report.
- To assess the strategic impact of the introduction of service based transport in relation to the remaining centralised transport service (through the JTPU) and how this relates to current transport and other borough wide strategies (i.e. Greenest Borough).
- To identify and assess good practice from service based transport which may inform the development of provision of passenger transport services elsewhere in the borough.
- To assess the overall operational effectiveness of service based transport and make recommendations to guide and inform the future development of passenger transport services throughout the borough.

Review Methods

Panel Meetings

4.1 The review will incorporate a range of investigative methods to ensure that Members will have access to the necessary evidence to assist them in their assessment of service based transport. A series of Panel meetings will be held to approve the aims of the review, receive oral and written evidence, oversee project progression and formulate

recommendations. Panel meetings will occur at 3-4 week intervals at the discretion of Members.

- 4.2** It is proposed that service managers from each of the adult social care services (Learning Disabilities, Physical Disabilities and Older Peoples Day & Residential Care) will be invited to a Panel meeting to provide evidence about the impact that service based transport has made upon their respective services. In addition, the commissioning manager for the centralised passenger transport service should also be invited for the Panel to obtain evidence as to what impact this development has had upon services remaining within the JTPU. Other informants may be invited to attend Panel Meetings as the review progresses and at discretion of Panel Members.
- 4.3** A specially convened Panel meeting will be held within the community (Winkfield Road Resource Centre) to facilitate involvement from service users, their carers and staff. This Panel meeting will also provide an opportunity for representatives from these groups to talk to Panel Members about the impact that service based transport has had upon services and the clients that use them.

Consultation with Staff, Carers and Service Users

- 4.4** In addition to possible Panel Meeting attendance, service user, carers and staff will also be able to contribute to the review through a planned consultation process. Service users are key stakeholders within service based transport and the review will seek to ascertain their views and perceptions of the transport service. It is intended that a easy to complete (symbol /picture book) survey will be used to obtain service users assessments of transport services. It is anticipated that the survey will be undertaken with the assistance of staff with whom they are familiar which may be less intrusive.
- 4.5** Where appropriate, and under the guidance of service professionals, additional qualitative data may be collected among service users. Understanding the vulnerability of service users, individual or small group interviews may be a more sensitive and appropriate process through which to elicit this information (again to be undertaken under the guidance of services). All subsequent data from services users will be analysed and presented in report form for Panel Members to consider.
- 4.6** It is proposed that views of both carers and staff (day centre/drivers/escorts) on the impact of service based transport should primarily be assessed through survey analysis. Therefore a survey will be designed, piloted and administered to capture these views. Established forums (Carers Forum and Staff Forum) will be used to raise awareness of the review process, facilitate access to target groups and to aid survey distribution. In addition, more qualitative data collection may also be used to supplement this data if necessary. All subsequent data will be analysed and presented in report form for Panel Members to consider.

Assessing internal and external data

4.7 A range of information will be utilised from a number of different sources to help fulfil review objectives. Respective provider services will be requested to provide financial, operational and evaluative data to assist Panel Members. Comparative financial or quality standards data from other boroughs will also be used to help Members identify good practice and benchmark service provision. The review will also utilise other external research, policy or service data where this is felt appropriate.

Service Visits

4.8 It is proposed that a number of organised visits to identified day centres in Haringey be undertaken. These visits may provide a practical insight into the transport needs of service users and how effective service based transport responds to these needs. Members may also wish to visit other Boroughs to ascertain how passenger transport services for day centres are provided elsewhere. All visits will be organised at the direction of Members and in consultation with the respective services involved.

Research Governance

4.9 As of April 2008, all research and consultation processes undertaken within Adult Social Care have to be approved by Research Governance Panel. The proposed evaluative methods within the review will be risk assessed and any ameliorating actions identified. It is likely that the review will need to be assessed by the Research Panel given the vulnerable nature of participants in the consultation process.

Panel Meeting Structure

5.1 It is proposed that five meetings should be sufficient to meet the stated objectives of the review. The proposed aims and subsequent agenda for these Panel meetings is presented below.

Panel Meeting 1

Thursday July 31st 11.30-13.30 Haringey Civic

Discuss and Agree Scoping Report

- Aims and objectives of the review
- Agree review project plan
- Future meetings and venues for service visits
- Identify information requirements from services
- Identify review informants

Panel Meeting 2

Wednesday 15th October
10.00-12.30 Winkfield
Road Resource Centre

Evidence from Service Managers

- Len Weir, Older People Day Centres
- Beverley Tarka, Learning Disability
- Eija Sinitalo, Older Peoples Residential Care
- Maria Hajipanayi, CYP Commissioning
- Lisa Redfern, AD Adult Social Care

Evidence from Service Users, Carers and staff

- Direct evidence to the Panel from above groups and /or their representatives.
- Open discussion with stakeholder groups from

Learning Disability and Older Peoples Service

Panel Meeting 3

Thursday 30th October
17.00-19.00 Haringey
Civic Centre Committee
Room 2

Evidence from Service Visits

- Report back from Member visits to Day Centres and respective transport services
- Report back of other provision in other boroughs.

Panel Meeting 4

To be arranged

Panel Conclusions and recommendations

- Receive reports from consultation with service users, carers and staff.

Panel Meeting 5

To be arranged

Panel Conclusions and recommendations

- To form review recommendations
- Agree reporting arrangements

5.2 Given the above meeting structure it is estimated that the review will be completed by November 2008. An approximate calendar of review activities is presented below.

	July	August	September	October	November
Panel Meetings	1		2	3 4	5
Service information					
Carers and staff Survey					
Service user focus groups					
Member Visits to Services					
Review Reporting					

Panel Membership

6.1 Panel Membership will be as follows:

- Cllr Bull (Chair)
- Cllr Butcher
- Cllr Gorrie

Review Outcomes

7.1 The review will produce a report based on the objectives listed above. The report will also contain detailed recommendations to guide and inform the development of service based transport in adult social care and assess the implications for other passenger transport services in Haringey.

7.2 Once the review has been approved by Overview & Scrutiny Committee it will be submitted to Cabinet for a response (this will be accompanied by a detailed response to the review from the service concerned).

- 7.3** The monitoring of outcomes will be undertaken by Overview & Scrutiny Committee. This will be undertaken periodically, with the first update due 6 months after the service response

This page is intentionally left blank

Scrutiny Review - Service Based Transport in Adult Social Care**Minutes of Meeting Held 31st July 2007**

Attendance: Cllrs Bull, Butcher & Gorrie
Len Weir, Service Manager, Older Peoples Day Care
Martin Bradford, Research Officer, Overview & Scrutiny

1. Apologies for absence

None received.

2. Urgent Business

None received.

3. Declarations of interest.

None received.

4. Background to the Review

Members were given a brief background to the review of service based transport in adult social care. Members heard that centralised transport provision through the Ashley Road depot was not flexible enough to meet the needs of service users at day care centres. The development of service based transport would provide more localised control over passenger transport services as vehicles would be managed and coordinated by respective day centre managers.

Although service based transport became operational in adult social care since April 2007, it was noted that the transport service was still adapting to the needs of service users at respective day care services. It was noted that some of the anticipated benefits of service based transport, such as more male support workers, more flexible use of staff throughout services and reduced transport times have begun to be felt within the service (though these have yet to be fully evaluated). Similarly, it was noted that services were looking to improve operational effectiveness, such as how vehicles are used at weekends.

Members indicated that it would be helpful to view original documentation relating to the adult social care services opting out of centralised passenger services as this will be important in assessing whether it has met its intended objectives.

Agreed: Original documentation to be circulated to Members at the next meeting.

Members were keen to understand how the review related to broader issues within community transport provision such as the operation of TaxiCard and Dial-a-Ride and the recent development of Haringey Community Transport. It was noted that the Greater London Assembly have recently initiated a London wide review of these services which may inform local transport policy and service development.

Agreed: Members agreed that a feasibility study for a scrutiny review of borough wide community transport services in Haringey should be considered following the completion of this review and reflected in the recommendations.

5. Scoping Report

Members discussed the draft scoping report and made a number of amendments to the proposed objectives, methods and structure of Panel meetings.

Terms of reference:

- Objectives for the review should be streamlined and relate to project objectives contained in the original documentation.
- Objectives should incorporate an assessment of how service based transport may contribute to the development of other passenger transport services in the borough (i.e. what has been learnt from this development which may inform provision in other services).
- Objectives should reflect the degree to which service based transport supports sustainable transport aspirations and other broader environmental objectives within the Council.

Agreed: Revised objectives to be circulated to Panel Members for approval before the next meeting.

Review methods

- Members indicated that more use should be made of survey methods to ascertain the views of staff, carers and service users (where appropriate). Further qualitative data collection may be used to follow up standardised surveys.
- Members indicated that they would like to learn more about how passenger transport services were provided in social services elsewhere. A more systematic analysis of how passenger transport was provided in neighbouring boroughs as well as examples of best practice should be incorporated in to the review.

Agreed: Review of social service passenger transport provision in other boroughs to be collated and presented to Members.

Service Visits

- Members confirmed that they would like to visit a number of day services to assess passenger transport services provided to service users. Possible venues identified included The Haven, The Grange (older people) and Ermine Road (Learning Disabilities).

Agreed: Venues, dates, times and schedules to be confirmed with Members and respective services.

Structure of Panel Meetings

- Members agreed with the proposed timing and schedules of Panel Meetings. It was anticipated that the review will be completed by November 2008.
- It was suggested that the Panel meeting to be held on the 15th October should take place within the community so as to allow service users, staff and other community representatives to attend. Given its central location, the Winkfield Road Resource Centre was suggested as the most appropriate venue. Services to advertise and promote the meeting among service users.

Agreed: Future dates of Panel meetings were agreed as:

Wednesday 10 th September	17.00 – 19.00
Wednesday 15 th October	10.00 – 12.30
Thursday 30 th October	17.00 – 19.00.

Agreed: Members agreed the scoping report subject to amendments identified above. A final version to be circulated at the next meeting.

**Cllr Bull
Chair**

This page is intentionally left blank

*** HARINGEY COUNCIL ***

Report of Head of Learning Disabilities**Department Management meeting**
24th November 2005Subject: **Social Services Transport**Report Author: **Beverley Tarka /Pauline Simpson**

1. Purpose

This review of Social Services transport was undertaken to assess how services are currently being provided, to look at how efficiencies can be made and proposals for developing change.

The current cost for passenger transport services for Social Services 2005/2006 is £951.874.00. This is approximately 100k more than the allocated budget for Social service Transport for this period.(this excludes the self drive vehicles in some parts of the service, which have their own provision in respective budgets). This is provided through the Children's Services' Joint Transport Planning Unit and is then recharged to the Social Services budget. There have been a number of discrepancies within this system, not least a 3 times above inflation increase as compared to last year's costs.

2. Summary

The proposal is for Social Services not to renew the Service Level Agreements which came up for review in March 2006 and which have been extended to a further 6 to 12 months. For Social Services to opt out of the arrangements for centralised passenger transport services. This will enable the development of more efficient client focused service delivery for all Social services provider services. This proposal will cover providers' services and commissioned routes such as college routes. The proposal is for a transport manager to be appointed who will co-ordinate Social Service transport provision. This will be paid for out of efficiencies in the new arrangements.

3. Recommendations

3.1 The option outlined above is to replace the current in house and contracted out provision. As the Service lead agreements are due to expire in 6 to 12 months, this is a matter of priority and all alternatives should be researched and action plan submitted to ensure a smooth transition from the Children's Service provision to Social Services managed Centre-based transport provision.

3.2A transport manger/co-coordinator will have to be established in order to manage operations. The funds for this will be covered from efficiencies from the development of the alternative arrangements.

4 Background Information

4.1 In response to the Best Value Review of Transport a number of recommendations were made which were presented and approved at Policy and Strategy on 9th April 2002. A Joint Passenger Transport Committee was set up between Education and Social Services in response to the Best Value recommendations

The main recommendations contained in the Action plan included the following:-

- The drafting of a new corporate Policy
- The separation of fleet management from procurement and quality control with the latter becoming a joint management function of the Education and Social Services Departments.
- These and other recommendations were agreed by Social Services DMT in April 2003.

4.2 Based within the Children Services, the Joint Transport Planning Unit co-ordinates the transport arrangements for pupils with special needs and Social Services clients [vulnerable adults], under a Service Level Agreement. These services are provided using a mix of in-house and contracted transport operators. Transport is offered to approximately 405 pupils to both in and out of Borough schools and colleges, and 150 clients to Day Centres and Luncheon clubs

In addition to conveying pupils to schools and clients to Social Services establishment, a number of the vehicles/drivers are assigned to other duties throughout the day including:

- Taking pupils swimming
- Schools meals delivery
- School use for daytime curricular activities/trips
- School post delivery

The Joint Transport Planning Unit (JTJU) within the Children's Service, undertakes route planning, the procurement and management of external contracts, the deployment of the in-house fleet of 25 vehicles and the recruitment, training and deployment of escorts, all serving some of Haringey's most vulnerable residents. The overall service costs around £4.73 million. These costs are then aggregated and re-charged out to the appropriate departments, on the basis of their average percentage usage.

4.3 The current main users of the JTJU service are: the SEN Team (76%), Social Services (19%), school swimming (2%), catering (2%) and the delivery of school mail (1%). The catering referred to here relates to the transport of

cooked meals to schools without kitchens. Although the Catering Service is managed within the Children's Service, transport for the meals-on-wheels service that it provides is organised directly by the Environment Directorate.

4.4 The external contracts are significantly less expensive This is in part due to the increased flexibility external agencies have in the employment of staff. The in house staff team of drivers have very busy periods during the morning school run and the evening journey home from school. There are limited transport requirements during the middle of the day which highlights potential for efficiencies. However, it is fair to say that the in house service does transport clients with more complex needs. There are also issues around quality assurance with the external contractors, which will be addressed as part of the forthcoming review.

4.5 The decision to move to a client and provider division within the in house service has not proven to be effective and has, on the contrary, led to disputes between both sides of the service. Since the implementation of this model the passenger transport service has experienced many difficulties. From being a whole unit previously the split into 'The JTPU and the depot' has resulted in:

- poor communication between the two groups
- lack of ownership and accountability
- divided lines of roles and responsibilities
- ineffective work scheduling
- a them and us split

4.4 This style of operation has led to:

- poor budget monitoring and control leading for example to year on increases in 05/06 at 3 times the rates of inflation
- Lack of flexibility and therefore unable to meet the needs of client focused service delivery
- Lack of direct management of transport staff leading to poor quality assurance.

4.5 The service has suffered further in the absence of a Permanent Transport Co-ordination Manager (JPTU side) during the recent period. The impact for Social Services has been :-

- Lack of monitoring of drivers down time has resulted in inefficiencies.
- Untimely budget monitoring and transfer process
- Lack of cover when vehicles breakdown and centres been left to own resources to cover shortfall.

- Lack of consultation with service providers and customer feedback satisfaction surveys.
- Service level agreements were only forwarded to Social Service staff *in September 2005* and the clear objective stated within has not been met. i.e.

“...to provide a high quality and efficient service, which is responsive to the changing needs of its clients within the constraints of finite resources

(N.B. I don't fully agree with paragraphs 4.3, 4.4 and 4.5, as the issues do not relate to both sides of the service, but we can discuss this at the DMT, as I would not want to change your report at this stage)

5. Analysis

5.1 Centre based transport has historically been provided as an alternative across the smaller day service units (these are not tied into service level agreements). This is a seamless part of care and not treated as an adjunct at the beginning and end of day. In learning disabilities service they provide transport for approximately 50 service users across 5 of the smaller units. These have proven to be more cost efficient and effective means of transportation for service users, meeting the ever changing needs of service users. Because the buses are centre-based there are also increased opportunities for service users to access the wider community throughout the day.

The advantages of internal provision include;-

- Better communication with parent/carers
- More flexibility with pick up and drop times
- Greater understanding of service users needs
- More access to transport during the day
- Staffing can be more person centred in their approach
- Staff have a greater awareness of those with disabilities due to the induction procedure and on-going training
- More cost effective
- Allows service to meet the ever changing needs of service users
- Vehicles used are more appropriate to the service users needs
- Reduction in travelling times for service users.

5.2 Service delivery will improve, allowing us to provide a more flexible, bespoke service to service users, parents and carers. Staff who work closely with service users during the day will be fully trained having completed an induction process and the LDAF. The staff would be more adept at hand over procedures and the correct delivery of information both at the beginning and end of each day. In addition vehicles will be centre based allowing more flexibility during the day this will increase community access opportunities available to service users.

The creation of flexible transport options has been identified by staff in pre business planning forums as one of the major stumbling blocks to providing person centred support to service users. Flexible transport for adults with learning disabilities is a recurring issue that has been flagged up as an area for development at a National level. It is critical for the successful implementation of the objectives of Valuing People.

5.3 A key requirement for this review is to consider transferring direct management ownership of transport staff to provider services. The advantages of this are:

- the transport staff would receive more appropriate training. This could include sign language, autistic support, and supportive care.
- during the downtime they could provide useful support to day services, leading to service improvement,
- making the role of escort more rewarding.

5.4 The role of the transport Manager will involve the following:

- ensure that there is an adequate pool of drivers and escorts to cover annual leave and sickness across social services.
- Review of In house Transport staff terms and conditions of service to support the new way forward with SS managed transport.

6. Implications

- Existing Service Level Agreements and contractual commitment.

Initial research findings show by considering the above, there would be the following implications:

- The de-stabilisation of the current service. This needs to be taken into account and feed into the review being carried out by the Children's Service and the Corporate Procurement Unit, as part of the re-tendering process for transport provision during the 6-12 month extension period.
- This would require renewal of all affected transport staff contracts
- This would require the appointment of a Transport Co-ordinator to accommodate onsite operations
- All transport staff would be trained according to service needs.
- Haringey Passenger Transport staff terms and conditions of service could be affected should Social Services no longer require service contracts.
- Remit could be for staff from HPT to apply for posts in LD (driving/escort posts).

7. Conclusions

7.1 To exit from service level agreements

7.2 To establish centre based transport in Social services

7.3 To appoint a transport manager to facilitate operations and change.

(N.B. How do we know that the new service will be cheaper – there are no costings outlined)



Haringey Council

**Adult, Culture & Community Services
Internal Research/Consultation Study Plan**

Details of lead researcher
Name: Martin Bradford
Job title: Research Officer
Team: Overview & Scrutiny
Location: 7 th Floor River Park House, 221 High Road, London. N22 4HQ
Telephone number: 0208 489 6950
Details of research
Title of research: Scrutiny Review – Service Based Transport in Adult Social Care
Start date: 31 st July 2008
Estimated end date: December 2008
<p>What do you want to identify/achieve with the research?</p> <p>The Review Panel have agreed the following objectives for the review:</p> <ul style="list-style-type: none"> ▪ To ascertain whether the development of service based transport in adult social care has met intended aims; <ul style="list-style-type: none"> ○ Increased access to transport during the day for clients to access mainstream and other community services ○ More staff in service during the day to facilitate community access ○ More flexibility for service users in pick up and drop off times ○ Reduction in the time service users spend travelling ○ Improved communication / liaison between service and parent/carers ○ Greater continuity of care and improved understanding of service users needs by having dedicated and trained drivers/carers ○ Establishment of a service which is adaptable to the evolving needs of service users ○ More cost effective transport service ▪ To assess the strategic impact of the introduction of service based transport in relation to the remaining centralised transport service (through the JTPU) and how this relates to current transport and other borough wide strategies (i.e. Greenest Borough). ▪ To identify and assess good practice from service based transport which may inform the development of provision of passenger transport services elsewhere in the borough. ▪ To assess the overall operational effectiveness of service based transport and make recommendations to guide and inform the future development of passenger transport services throughout the borough.
How are you going to do the research?

A full description of the proposed research methods to be used within this consultation is contained in **Appendix A**.

Will your methods be qualitative, quantitative or mixed?

The evaluation will primarily utilise quantitative methods though other qualitative methods will be used at various stages the consultation process (i.e. to identify and verify survey questioning and open ended responses within surveys). A full description of the proposed research methods is contained within **Appendix A**.

Throughout its work, Haringey Council is committed to reflecting the full diversity of the community it serves and to promoting equality of opportunity for everyone. How will you ensure that equalities and diversity principles are promoted throughout the research process?

- All service users at day centers will be consulted.
- Use of pictorial surveys will be used to enable full participation from service users across day centres
- Interpreters will be available at day centres to help service users participate in the consultation (complete the survey)
- A speech and language therapist will be consulted to ensure that the format of proposed survey is appropriate and widely accessible.
- Service users will be involved in identifying and verifying questioning within the consultation and survey
- Service users will have staff assistance in helping them to complete consultation responses.

Will there be user involvement in the study (e.g. with its design, management, conduct or analysis)? Yes No

If yes, please give brief details:

Please see **Appendix A**.

What are you going to do with the findings?

- Overview & scrutiny Panel meetings are public meetings thus all publications and reports that support the review process will be made public.
- Findings from the consultation will be written and presented to scrutiny review Panel meetings.
- Panel Members will consider the findings and make subsequent service recommendations within a final report. Once approved by Overview & Scrutiny Committee, this report is sent to Cabinet for response.
- Findings from the consultation will be fed back to staff, carers and service users at appropriate forums and in appropriate formats.
- Final review report will be published on the internet.

Risk assessment - Please tick the score you have given each potential risk category using the risk assessment tool (a separate document). 1 = low, 3 = high. Where the grade is higher than 1, please outline how risks will be minimised in the research if possible.

Characteristics of research participants 1 2 3

Mitigation if risk graded higher than 1:

Consultation will be undertaken with three groups of informants: service users, their carers and staff. Whilst the latter two groups pose no significant

risks, there are clear risks in consulting day care centre users given their physical and mental vulnerability and their ability to provide informed consent to participate.

- Consultation stages are undertaken in order of relative risk, minimising duplication or unnecessary questioning of subjects as the consultation progresses to more vulnerable groups.
- Consultation will incorporate predominantly quantitative methodologies so as to minimise intrusion from external personnel.
- Consent will be sought from service users through an adapted consent form (pictorial) which will clearly state:
 - that participation is voluntary
 - service users will have the right to withdraw at anytime
 - non participation will not affect service users rights to future services
 - information is given confidentially
- The consent of carers may also be sought as 'the personal consultee' of service users.
- Planned surveys are to be administered with the support of day care centre staff, as these are familiar with respondents and pose less disruption or disturbance than an external researcher.

Researcher competence	1 <input checked="" type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
------------------------------	---------------------------------------	----------------------------	----------------------------

Mitigation if risk graded higher than 1:

See Appendix C.

Nature of information being sought	1 <input checked="" type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
---	---------------------------------------	----------------------------	----------------------------

Mitigation if risk graded higher than 1:

Appropriateness of methodology	1 <input checked="" type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
---------------------------------------	---------------------------------------	----------------------------	----------------------------

Mitigation if risk graded higher than 1:

Methods/nature of data collection	1 <input checked="" type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
--	---------------------------------------	----------------------------	----------------------------

Mitigation if risk graded higher than 1:

Level of privacy for participants	1 <input checked="" type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
--	---------------------------------------	----------------------------	----------------------------

Mitigation if risk graded higher than 1:

Relationship between researcher and subject/participants	1 <input checked="" type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
---	---------------------------------------	----------------------------	----------------------------

Mitigation if risk graded higher than 1:

External considerations	1 <input checked="" type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
--------------------------------	---------------------------------------	----------------------------	----------------------------

Mitigation if risk graded higher than 1:

To be completed by line manager

By returning this form electronically, I confirm that I have read the project plan form and the associated risk assessment tool and I believe that with the measures proposed the project is a level 1 risk project.

(If the risk assessment contains a number of scores of 2 or 3 it is recommended that the project is reviewed by the panel).

Name: Trevor Cripps

Job title: Scrutiny Manager

Date: September 12th 2008

By returning this form I also confirm that the conditions below have been satisfied for this project:

- **Agreement is given that these details may be uploaded to the National Research Register for Social Care (www.researchregister.org.uk).**
- **Agreement is given that the findings may be published on Harinet.**
- **If this is public consultation, the requirements of Haringey Council's Corporate Consultation Team will be met (see the Consultation ToolKIT in the 'Tools and Processes' section of Harinet).**

Proposed Methods for Consultation Process

The following provides an overview of the proposed research methods that will be used to consult with key stakeholders within the scrutiny review of service based transport in adult social care.

Stage 1 – Review of Background Data

Purpose:

- Establish what is already known
- Assess contextual data to ensure correct focus for the review
- Identify research questions for the review
- Identify appropriate methods of data collection

The review will commence with a review of background information pertaining to the development of service based transport in adult social care. This will include collating and assessing relevant information from respective social care services where service based transport is in operation in Haringey. This will include operational, financial and monitoring data.

The review will also assess local policy and other borough wide documentation as this will be important to determine the strategic context of service based transport and demonstrate how this development supports both local and national service priorities and aspirations.

A brief review of the literature (published and unpublished) will be undertaken to identify information which may guide and inform the development of the planned consultation. Such information will help to establish baseline knowledge and understanding of this topic through which to ground the consultation. The literature review, particularly among unpublished sources, may also be helpful identifying and refining the methods, technique and planned questioning within the consultation.

Stage 2 - Developing Access to Services

Purpose:

- Establish service contacts
- Develop an understanding of the nature of services provided
- Refine consultation focus and develop initial research questioning
- Identify administrative processes for consultation

Meetings with first tier managers will be critical in gaining access to required services and service stakeholders. Initial meetings with service managers of the respective Day Centres will take place to gain a more detailed understanding of needs of service users, their use of transport services and the implementation of service based transport. These meetings will be beneficial by helping to refine the focus of the review and establishing preliminary questions that the review will seek to answer.

In addition, meetings with service managers will also present an opportunity to identify the most appropriate ways to gain access and to and consult with staff, carers and services users. Given the vulnerability of many service users, great care will be taken to ensure that an appropriate consent

mechanism is developed and that the selected consultation methods will have minimal intrusion on service users.

Stage 3 - Consultation with staff

Purpose:

- To engage and involve staff in the review
- To identify issues which may be beneficial to assess within the staff consultation and appropriate mechanisms through which to collect this data
- Analyse data and feedback findings to staff

The researcher will attend established staff meetings across the day centre services to raise awareness of the review and to notify staff how they can be involved. These will include the Learning Disability Staff Forum and staff groups at other day centres. Staff group meetings will also be used to canvass opinion to corroborate the issues to be assessed within the review and help to shape the questioning within the actual consultation.

Given the numbers involved (approximately 100) it is likely that the consultation will use more quantitative methods to assess staff views of service based transport. This is not to say that the survey will not generate qualitative data, as open ended responses will be included to allow respondents to expand and develop their answers.

It is anticipated that questioning in the survey will revolve around the following key issues;

- Confirmation of problems with old centralised service
- Benefits of new localised transport
- Impact on the roles of staff in day centres
- Extension of day care opportunities
- Possible improvements to transport services

The sites at which the consultation will be focused are:

- Keston Day Centre (Learning Disability)
- Ermine Day Centre (Learning Disability)
- The Grange (Older People Day Care)
- The Haven (Older People Day Care)
- Woodside House (Older People Day Care)

Therefore, in consultation with service managers, a survey will be designed and piloted with a small group of staff to test the structure and appropriateness of questioning. Amendments from the pilot will be incorporated in to the final survey.

The final survey, once approved, will be anonymous and distributed to staff along with a reply paid envelope. An explanatory letter will accompany the survey detailing why the review is being undertaken, why their response is important and reassuring them of their confidentiality. Completed surveys may then be returned direct to the researcher, where they will be coded and analysed using SPSS software.

It is intended that the findings of this and other parts of the review will be disseminated back through to staff groups through specific reports and dedicated presentations to staff forums. The review in its entirety is a public

document and will be distributed among local stakeholders and be published on the internet alongside other review documents.

Stage 4 - Consultation with Carers

Purpose:

- To engage and involve carers in consultation design
- To identify issues which may be beneficial to assess within the carers consultation and appropriate mechanisms through which to collect this data
- Analyse data and feedback findings to carers

The consultation process with carers will follow a similar format to that used for staff and likewise, will focus on those same day care centre sites. Initial consultations will take place with service managers and carers representative groups (Carers Centre, BME Carers & Carers Partnership Board) to raise awareness of the consultation, to notify them how they can be involved and to identify pertinent areas of questioning.

The estimated number of carers within this group, that is the carers of service users attending day centres, is approximately 300. Given the relative size and the relative accessibility of this population, this would again indicate the need for a more quantitative approach to the consultation. Therefore a survey will be developed with the involvement of the service managers and respective carers groups.

Questioning within the carers survey will be carefully structured so as to minimise and simplify the questions that may need to be asked at a later stage in the consultation, that is among service users themselves. For this reason, the survey will include open ended questioning to allow carers to expand and develop their responses.

It is anticipated that questioning in the survey will revolve around the following key issues;

- The extent to which the new transport service meets the needs of service users
- Satisfaction with new localised transport service (timing, punctuality)
- Impact that new transport has had upon liaison between parents, staff and service users
- How the new localised transport has improved care for service users
- Possible improvements to transport services

A draft survey will be piloted prior to full administration. The final survey, once approved, will be anonymous and distributed to carers along with a reply paid envelope. An explanatory letter will accompany the survey detailing why the review is being undertaken, why their response is important and reassuring them of their confidentiality. Completed surveys may then be returned direct to the researcher, where they will be coded and analysed using SPSS software.

Stage 5 – Consultation with service users

Purpose

- To engage and involve service users in consultation design

- To identify issues which may be beneficial to assess within the service users consultation and appropriate mechanisms through which to collect this data
- Identify appropriate mechanism through which to obtain consent to participate
- Analyse data and feedback findings to carers

The final stage in the consultation process will be with service users at day care centres. Given the vulnerability of this client group, considerable care will be undertaken in developing an appropriate mechanism through which to consult with day care centre service users. The need to minimise the personal intrusion on service users, particularly from outside sources, is of paramount importance in this aspect of the consultation.

Initial discussions will take place with relevant service managers to identify the best approach to involving service users in the design of the consultation process. Given the paramount consideration of wanting to minimise the intrusion to service users however, this would suggest that quantitative methods of data collection be undertaken as this will limit service users exposure to external personnel.

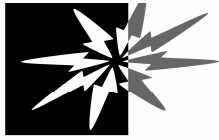
In this context, a pictorial survey will be designed in consultation with service managers and staff at day centres. A speech and language therapist will also be consulted on the design of the survey to ensure that it is accessible to the wide range of abilities characterised by service users attending day services. It is intended that the pictorial survey will be form the basis of the consultation with service users and where there will be opportunities for more able service users to contribute more detailed data through the inclusion of additional open ended questioning.

A pictorial letter will accompany the survey which will explain to service users the purpose of the survey. Critically, the letter will also seek to ascertain the consent of service users to participate in the consultation highlighting:

- Participation is voluntary
- Non participation will not affect future access or right to services
- Service users can withdraw at any time
- Information required is not considered sensitive
- The survey is anonymous and information that they give will be confidential

Further guidance will be sought in respect of seeking consent from service users as not all day centre attendees may be able to do so. Other possible options may include seeking the consent of Carers as 'the personal consultee' for their person in their care to participate.

It is anticipated that service users will be assisted in completing the survey by managerial staff within the day centre. Completed surveys will be returned to the researcher where they will be coded and analysed using SPSS software.



Agenda item:

[No.]

Overview & Scrutiny Committee

Report Title: Scrutiny Review - Service-Based Transport in Adult Social Care	
Forward Plan reference number (if applicable): N/A	
Report of: Mun Thong Phung (Director ACCS)	
Wards(s) affected: ALL	Report for: Non Key
<p>1. Purpose (That is, the decision required)</p> <p>1.1 To allow a report from Adult Social Care concerning the development of service based transport in day centres in Haringey to be considered as part of a wider Overview & Scrutiny Review of service based transport in ACCS</p>	
2. Recommendations: N/A	
Report Authorised by: Lisa Redfern (Assistant Director, Adult Services)	
Contact Officers: Len Weir (x 2338) and Gary Jefferson (x6479) - Service Managers	
<p>3. Chief Financial Officer Comments -</p> <p>Financial issues will be considered in the final review report.</p>	
<p>4. Head of Legal Services Comments –</p> <p>Legal issues will be considered in the final review report.</p>	
<p>5. Head of Procurement Comments (to be added only if the report is progressing to Procurement Committee or if the report requires this information)</p>	
6. Local Government (Access to Information) Act 1985	

7. Background

In April 2007, responsibility for the planning and provision of passenger transport services within adult social care was devolved from a centralised service (based at Ashley Road and managed by the Children's and Young People's Service) to individual day opportunities provider services in Learning Disabilities and Older Peoples Day Care within ACCS. Through decentralisation, it was anticipated that provider services would have greater flexibility to plan and organise passenger transport to meet the multiple and often complex needs of their service users and to support the changes in future models of service provision.

The main driver for this change was a need to support incremental service development and transformation across the provision of adult social care, an agenda that was being driven nationally. Also important was to obtain increased value for money from the available budgets, not by reducing them (as many of the costs were fixed) but by increasing the level and quality of outputs and flexibility for clients, through a more person-centred approach.

8. National Policy Framework for the change and local response

The last 10 years has seen a rapid evolution of the national policy content in relation to the provision of adult social care. In simple terms this has been developed to prompt a move away from a traditional model of provision of building-based, "one size fits all" type services.

There are a number of major national policy developments which were relevant to the development of service based transport. These included -

Valuing People (2001) and Valuing People Now (2007)

The Council and the Haringey Teaching Primary Care Trust have agreed a local response to Valuing People. This requires services to be planned in a way that enables people with learning disabilities to lead full and purposeful lives within the wider community and to develop a range of friendships, activities and relationships. In 2003 the Council agreed a major change in the provision of day opportunities for adults with learning disabilities. This policy paper was called '*Different Days*' and included the schedule of moving to flexible transport services to support community inclusion. The *Different Days* plan is about helping people with learning disabilities to do more interesting things in their lives - get a job, go to college, do voluntary work, take up new hobbies.

National Service Framework for Older People

This national policy paper stressed the need to promote the health and independence of older people and to fit services around peoples needs. In response to this national framework the council agreed a strategy called "Experience Counts". This is Haringey's strategy for improving the quality of life for all older people. It included a priority to develop transport provision to ensure older people can get out and about.

Our Health Our Care Our Say – White Paper 2006

This White Paper set out a vision of services geared towards maintaining individual independence and the provision of individualised and person centred services. As a consequence, the Council has worked with health and voluntary sector partners to develop Haringey's Well-being Strategic Framework 2007-2010. Required outcomes include Improved Health and Emotional Well-being, Improved Quality of Life, Increased Choice and Control and Maintaining Personal Dignity and Respect .

Local Strategic Frameworks

Haringey's strategic partnership has agreed a number of local strategies and framework's which have been key drivers in the development of this change. These include the Sustainable Community Strategy, the Wellbeing Strategic Framework and Going Green. These strategies aim to ensure the development of individualised services which are sustainable and have a reduced environmental impact.

Central to the new vision of service provision is:

- That services should be person centred and outward looking.
- That the needs of the individual, as far as is possible, should be central to the planning of their service.
- That the needs of carers must also be taken into consideration.
- That a service should see people as citizens with the same rights and opportunities expected by other local residents.
- That provision of services should be designed to support service users in accessing leisure, social activities, life-long learning, public and commercial services, rather than to separate service users from the mainstream community
- That services should aim to be preventative, thus avoiding potential deterioration and enhancing wellbeing.
- That services should aim to maximise independence and choice.

9. Decision Process for the change

The decision to move to a service based model of transport followed extensive discussion and evaluation of both the provision of transport by the Council and management arrangements for fleet transport. This process included:

- A council-wide Best Value review of fleet management and passenger transport.
- Engagement of external consultants to review the then service-related patterns of transport provided from Ashley Road.
- Operational separation of the commissioning, (management of customer requirements) through the Joint Transport Planning Unit (JTPU) and the operation of the fleet based in Ashley Road (the in-house Passenger Transport Unit, PTU)
- A subsequent decision to implement a service based model of transport provision in adult social care which was agreed at Social Services DMT in November 2005. The JPTU would retain responsibility for schools and other remaining transport provision.

- Approval was given at Cabinet Procurement Committee on 12th May 2006 for service based transport to proceed.
- Service based transport began in Learning Disability services in April 2007 and in Older Peoples services in August 2007

10. The Centralised Model of Provision

Prior to April 2007 the provision of transport for education, adult and children's social care was managed centrally by the Joint Transport Planning Unit (JTPU). In the centralised model of transport provision, service users in adult social care were generally picked up from their house and dropped off at their respective day centre, the vehicles leaving and returning later in the day to pick people up and return home. There was little access to the "outside world" for service users as a consequence, leading to an inward-looking model of service provision in the day centres

The JTPU operated a service with set pick-up and drop-off times for service users. Large coaches were used, leading to single journey times which could be in excess of 90 minutes. As vehicles were managed centrally, and mainly used to transport children with Special Educational Needs to school, there was also very limited availability or flexibility for use of vehicles during school travel times. This limited the support that could be provided to Adult Service day centre users for out of centre activities as vehicles left the day centres once they had dropped off their service users. Learning Disability clients with Haringey connections who lived outside the Borough boundary in residential care establishments, e.g in Palmers Green, had difficulties in being picked up as Council transport did not usually cross Borough boundaries.

11. The Case for Developing Service Based Transport

Service based transport had historically been provided in the Physical Disabilities service and some parts of the Learning Disability service which were not tied into service level agreements with Ashley Road. This had proven to be an integral part of the care provided in that it was not treated as an adjunct at the beginning and end of the day. This model of provision had therefore been proven to be, in practice, a more effective means of providing transportation for service users due to the resultant ability to meet the ever changing needs of the service users. Because the vehicles were based at service points they also provided an opportunity for increased activities in the community during the day for service users. There was therefore existing evidence of how service based transport could improve day care services and offer increased and varied opportunities for other vulnerable adults across the Borough.

From that initial experience of service based transport service, it was clear that there would be a number of benefits to passenger transport services if this was rolled out to other areas of adult social care. These included -

- Improved communication with parents/carers
- More flexibility with pick up and drop-off times
- Greater understanding of service users needs
- More access to accessible transport throughout the day for service users

- Drivers who were more person centred in their approach with a greater awareness of the needs of service users with disabilities and mobility difficulties due to their positioning in social care rather than transport services
- Improved value for money – i.e increased benefits for the same budget
- A service enabled to more easily meet the ever changing needs of service users
- Availability of vehicles more appropriate to the needs of service users
- Some reduction in travelling times for service users.

12. Transport needs of service users

Only those people who have been assessed as being in need using the Fair Access to Care services¹ (FACS) framework and who have also been assessed as not being able to travel independently by other methods (including public transport, Dial a Ride or drop-off by a family member) are provided with a transport service. Many will have physical mobility problems or be unable to access alternative modes of transport for a range of reasons.

13. The New Model of Transport Provision (Service-Based Transport)

In the Learning Disability Partnership, the new service-based model of provision was developed using an additional 10 smaller minibuses. In addition, 10.6 full-time equivalent (f.t.e) new support worker/driver staff were recruited on a new generic job description which covered both driving and support worker duties. An escorting function was also added on to the support worker role.

For older peoples service, 4 f.t.e. new driver/support worker posts were created in Older Peoples Service Day Centres (in The Haven and Woodside – The Grange has had service-based transport since its inception). The generic job description for support worker/driver was also adopted for those posts. Two members of staff were re-deployed from Ashley Road JTPU into the new vacancies and a further two were recruited externally. Crucially, in terms of increasing the quality of the client journey experience, the escort function began to be provided by staff from the Day Centres rather than Ashley Road, enabling more of a social care model to be implemented on the vehicles and enabling increased contact with family carers.

Specialist transport/fleet management advice, governance and an audit function continues to be provided through an agreed Service Level Agreement with the JPTU. (Detail at Appendix 4)

Subsequent to the devolvement of service-based transport, a further two f.t.e. support worker/driver posts were established and based in the OPS from April 2008 as part of a separate voluntary sector re-provision arrangement.

The current Adult Services day services fleet consists of 6 vehicles, leased through Enterprise (previously Accord) (Details in Appendix 1). Four of these are 16-seat

¹ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_4009653

vehicles and two are 14-seat vehicles which provide a service to the three OPS Day centres and four Drop-In centres for older people, as well as day centres based at the Asian Centre and the African-Caribbean Leadership Council. All vehicles are fully accessible by rear mounted tail-lift. In the working week commencing 29th September 2008 OPS provided a service to 181 individual clients, through a total of 626 single passenger journeys. In the week in question, the majority of these journeys were return journeys from home to centre, but there were two trips out to a Boot Fair and to Hackney Museum.

The current Learning Disability Partnership fleet now consists of a total of 20 vehicles, in a range of models and sizes (Details in Appendix 1), Leasing arrangements are also via Enterprise (Accord). In the working week commencing 29th September 2008 Learning Disability Partnership provided a service to 170 individual clients and undertook 577 passenger journeys. Trips outside the centres included to college, sports events, museums and Madam Tussauds.

Downtime (non client service) in both areas averaged just under 2 hours hours/vehicle/day, which included time allocated for pre-use checks, routine maintenance, cleaning the vehicles and staff breaks.

Both OPS and LD services provide support to service users from across the Borough and in some cases from outside the Borough where they have Haringey connections, in the case of Learning Disability services. Vehicles are designated to specific areas when undertaking pick-ups rather than ranging across the entire Borough. Runs are adjusted daily using the operational knowledge of the drivers in order to ensure maximum efficiency of use and to minimise journey times by avoiding road works, refuse vehicle routes and similar potential delays.

14. Benefits of the new model of service-based transport – the service user perspective

Feedback from carers and service users is that they find the new transport service more flexible. Service users in both areas have gained increased variety in their programme of activities. Service users indicate that they like the smaller minibuses now provided in Learning Disability services and having the same staff working them all day within the day centre.

With increased availability of vehicles throughout the day there are more opportunities for service users to access day opportunities outside the centres . The new driver/support staff focus not only on driving as they now also have a role in relation to assisting and supporting the service user group. This is especially important in the context of outings, where available staffing levels may be less. They are also directly involved in the work of the centres when they are not on the road.

Service users have, on occasion, been able to attend medical appointments in the daytime without them having to miss out on a whole day of activities due to the need to wait for NHS transport. It is easier to cover driver and escort absence due to sickness or holidays due to the fact of the pool of such staff being held locally, within the service, thus giving increased continuity and consistency of service.

From the specific point of view of older people, there was little apparent change in the beginning as the transport routes and staff have remained similar in broad terms. There was a seamless changeover in August 2007 when the service-based model began for

older people. However, informal feedback since is that the quality of their transport experience has improved significantly, in particular following receipt of new vehicles in May 2008. These new vehicles have more leg-room, better suspension giving a smoother ride, improved heating/cooling systems and larger seats. There is also a radio and CD player on each vehicle for entertainment during the journey.

The transport provision to the four Drop-In Centres for older people, now provided through the main OPS Day Centres, has the capacity to be made more flexible, especially if clients need to stay on into the evening for any reason, or for specific activities e.g. parties at seasonal times.

Comments from staff, users and other stakeholders on the new transport model are included in Appendix 2.

15. Impact of the separation of Social Services transport provision from the Children’s and Young People’s Service Passenger Transport Service

Social Services began their withdrawal from the CYPs Passenger Transport Service, on 1st April 2007. This process has now mostly been completed with the exception of a few routes which are still being provided on behalf of Adult Services (outside the scope of this review).

There were 8 drivers undertaking Social Services routes from Ashley Road at the time of transfer. These jobs were put at risk as a result of the implementation of the new model. However, two were redeployed to undertake Children and Young People’s Service routes under CYPs service terms and conditions, with a further two being redeployed into Support Worker/Driver positions within the new Adult Services provision. The remaining 4 were made redundant at a cost to the Service of £52,000.

In 2006/07, the full year recharge to Social Services for the cost of running their provision was £842k. The withdrawal of the bulk of Social Services routes part way through the year in 2007/08 resulted in a reduced recharge of £348k and the projected recharge for the remaining 2008/09 routes for Learning Disability is £192k.

However, as a result of a subsequent rationalisation of existing routes, changes in routes and a successful re-tendering exercise, external contractor costs have reduced significantly from £1,874k in 2006/07 to £1,397k in 2008/09 thus covering the consequent budget pressure impact on CYP services arising from the implementation of the service-based transport model. In addition, the recharge to CYP services for Ashley Road has reduced from £63k to £46k due to the reduction in the vehicle fleet, following the withdrawal, which is of benefit.

16. Financial Implications and Value for Money

Total Available Budget for 08/09 (vehicles and staff)

	Vehicles	Staff	SLA	Total
Older People	287,350	137,726	4,950	430,026
Leaning Disabilities	478,200	177,075	17,325	672,600
Total	765,550	314,801	22,275	1,102, 626

The costs of driver/support workers are included in the staffing budgets whereas vehicle costs (both fixed and variable) are dealt with under transport revenue codes.

Fixed costs for an individual vehicle include lease costs (including maintenance), Insurance, Enterprise/Accord overheads and a corporate overhead. Variable costs include fuel and non-fair wear and tear. Costs vary considerably depending on the type of vehicle. (Indicative costs for the lease of a VW Plaxton 16-seat coach are included as Appendix 3)

Available revenue budgets have not been increased to fund the service-based transport model, though spend has been allocated more accurately to front-line cost centres to increase ease of budget monitoring. Monthly financial monitoring of transport spend takes place in both the Learning Disability Partnership and Older People's Services, by individual cost centre (e.g. The Haven).

Spend on these budgets is currently on target with no projected pressures.

Value for money from the establishment of a service-based transport model was not anticipated to provide significant reductions in budgets, but rather to increase the efficiency and effectiveness of use of the vehicles by increased availability throughout the day for service users in Adults, within the given budget envelope. These service users include residents in residential care homes who have access to accessible transport at no additional cost to the wider Directorate. This approach was taken due to the mainly fixed costs of the vehicles and the staff to drive them.

Since transfer of the transport service to front-line services, there has been a rolling programme of vehicle replacement which will be completed by December 2008 when the final vehicles are delivered to Learning Disability services (All OPS vehicles had been replaced by May 2008). This will have the dual benefit of ensuring that the vehicles used for service users are of higher quality and also that they meet the impending changes in emissions requirements from 4th October 2010 onwards. (Vehicles that do not meet Euro 3 emissions requirements will incur a daily charge of £100 to operate in the Low Emissions Zone, which covers Haringey, with a £500 fine for non-payment). Engines in the new vehicles are generally more fuel efficient due to cleaner burning and improved technology, thus giving increased mileage/litre and less CO2 emissions.

17. Journey times

The longest journey time for a client with learning disability was over 2 hours before the new model was implemented, due to the size of the vehicles being used. This has now been reduced to an average of 1 hour due to the increased flexibility of provision and use of smaller vehicles.

In Older Peoples service, total journey times have remained much the same at about 60-90 minutes, though the last person to be picked up on a run will be on the vehicle for as little as 10 minutes. However, the quality of that journey has increased significantly. Clients now see the journey as part of their day centre experience, especially for those not able to get out otherwise house who use the time on the vehicles to keep them in touch with the outside world. The new model allows the activity programmes in the Day Centres to continue on the coach, where music,

singing, quizzes, discussion and conversation is the norm, and where both the driver/support worker and escort take active part as appropriate.

18. Supporting Carers

Historically because of the rigid structure of route management it was very difficult to meet any specific requests to meet specific drop off and pick up times or to adjust them to meet short-term notice changes in circumstances. Often these were needed by carers to go to work, drop off and support other siblings, or where there were family emergencies.

Since the implementation of the new transport system both services have been able to offer a more flexible and responsive approach, adjusting individual client journeys to meet the needs of carers, sometimes in emergencies or unforeseen circumstances.

19. Quality initiatives

Following implementation of centre managed transport management have been able to agree with drivers and support staff the expectations of their role. New guidelines have been jointly developed which outline expectations of drivers, support staff and parents/carers in picking up and dropping off service users at the beginning and the end of the day. All staff are being trained in social care, some have already undertaken NVQ qualifications and shortly all staff will be trained to achieve the Learning Disability Award Framework (LDAF).

In Older Peoples services, all driver/support workers are about to undertake Minibus Driver Awareness Scheme (MiDAS) training and four drivers have already completed NVQ 2 in Passenger Assisted Training. NVQ in Care is being planned for some driver/support staff in the near future.

Buses are available for residential services to access daily, including week-ends. This is particularly important for people with high complex needs who are unable to use public transport because of high support needs and who previously had very limited access to the community.

This increased access to the community for clients in residential care services has been noted at a recent CSCI inspection and contributed to the residential home concerned receiving an improved inspection rating.

20. Conclusion

For younger adults the agenda is very much about supporting people to take an active part in their local community. With the service-based transport now providing more flexible access to mainstream, non centre-based activities, further work is ongoing to increase the use of public transport through travel training and to work with the other organisations such as Transport for London to improve accessibility.

For frail and vulnerable older people, frequently very socially isolated because of mobility or other problems, the availability of accessible transport throughout the day continues to open up new day opportunities, limited only by the creativity and vision of the staff and service user groups. The provision of flexible day opportunity services helps people remain in their own home and directly supports their carers, often assisting in the prevention of unnecessary admission to residential care. It also enables

service users to more fully partake in the wider life of the community, as required in the Well-being Strategy 2007-2010.

This service development has also directly and successfully contributed to the Council priorities of “Encouraging lifetime wellbeing” and “Delivering excellent services” and has more easily enabled staff in both service areas to clearly demonstrate their values of commitment to service improvement, with clear passion and pride in what they do.

Appendix 1**Vehicles in Learning Disabilities Partnership**

VW 16 seat mini-bus	LJ57 EFY
VW 16 seat mini-bus	GX54 FUJ
VW 16 seat mini-bus	LJ57 EEF
VW 16 seat mini-bus	WX55 HXF
VW 16 seat mini-bus	GX55 DLE
VW 16 seat mini-bus	LF06 XFU
VW 16 seat mini-bus	LJ56 AET
	WX56
Mercedes 16 seat mini-bus	WWG
VW 16 seat mini-bus	LF06 XGE
	WX56
Mercedes 16 seat mini-bus	WWE
Ford Transit 17 seat mini-bus	ET05 GXZ
Ford Transit 17 seat mini-bus	EX05 FYN
Ford Tourneo People Carrier 7 seats	EF05 YJT
VW People Carrier 7 seats	EF07 JOV
VW 16 seat mini-bus	LJ56 AEP
VW 16 seat mini-bus	GX05 FDJ
LDV 14 seat mini-bus	EF53 JCX
VW 16 seat mini-bus	LJ57 EEM
Ford Transit 17 seat mini-bus	LX07PXW
Outreach	LX04AYU

Total – 20 vehicles**Vehicles in Older Persons Services**

Mercedes Pronto 16 seat coach	YN08NWZ
Mercedes Pronto 16 seat coach	YN08NWX
LDV Maxus mini-bus	LK08ECN
Mercedes Pronto 16 seat coach	YN08NWX
Mercedes Pronto 16 seat coach	YN08NWX
Mercedes Sprinter 16 seat coach	LX04EUF

Total – 6 vehicles

Appendix 2

The comments below have been sourced from a range of stakeholders, including staff, service users and family carers, when they were asked how the service had changed since the advent of service based transport. These comments were requested in preparation for the Overview & Scrutiny process

How has the service changed since the advent of service-based transport?

“Having centre based transport has provided for flexibility to respond to service user requests, often at short notice i.e. people requested that they would like to go out for a meal and onto a nightclub. We were able to respond by changing the transport routes. 12 people were collected from home with 4 staff supporting and using 2 vehicles; they were supported out to a meal and to a nightclub in Hornsey and were dropped off home at 10.30pm that evening.”

M.S Senior Programme co-ordinator Keston Learning Disabilities Day Opportunities.

“A range of activities was also shown for each person and these were undertaken in the community and included visiting a library, going to the pub, cinema, parks, a club on a Monday evening and a weekly trampoline session in a community setting.”

Extract from Unannounced CSCI inspection report July 2008

“I was in need of a tail-lift vehicle urgently for a Haven service user to be transported to his respite break. The manager was able to help to resolve this problem straight away. On behalf of the service user, his partner and myself, I would like to express our gratitude. I am pleased that our departments have such a good working relationship and that the resources were available in our time of need.”

GH, Social Worker, Older People

“It has enabled us to look outwards into the community as the service is now in control of how they want to use their vehicles. Recently a client went wandering from her home and was found on a W4 bus. Once she was home, we were able to go back to collect her. It has also been of benefit when taking clients home and there family/carer has not been in, we have been able to try again at a later time. We are now able to just decide to go out for a trip, or to deliver a client to an appointment with a GP, a meeting such as the Mobility Forum or a CPA meeting.”

Managers, OPS Day Centres

Having our own driver/support workers has enabled the transport function to be fully integrated into the Day Centre service and the drivers to play a full part in the team. The service on the vehicles flows seamlessly into the Day Centre and vice versa. Drivers have responsibility for activity groups when they are not driving or maintaining the vehicle and maintain the activities initiated by the escorts on the vehicles when they are away picking up another client from their home.

Managers, OPS Day Centres

“I have a lot of hospital appointments, some of them in Central London and I’m now able to get to them on time because the service can pick my son up early in the morning and if I’m late getting back from an afternoon appointment he is dropped home later.”

Mrs F, elderly parent of Ermine road service user.

“Having our own vehicles allows some clients to be picked up later in individual cases, in order to facilitate family needs or when service users were not ready when we arrived, first time round. We can then go back to collect them much more easily. We can also take clients home who are unwell or who are refusing to stay.”

Managers, OPS Day Centre

“Using centre managed transport, the service is now able to support service users with complex needs directly into college by operating a more flexible service that ensures service user attendance at college at an earlier time. In the last year we have seen the number of service users with complex needs attending college rise by as much as 40%. This could not have happened prior to implementation because buses had to come to the centre first and then go back out.”

NP Development Manager Ermine Day Opportunities

“Since the devolvement of the transport we have been able to increase our community activities. Previously we would have only had 1 additional vehicle to support people to access the community which meant that community activities were limited to 3 times a week. Service users would need to return by 3pm so that people who were on the earlier transport were back in time to go home. This meant that the majority of places people visited were local. Now we have 3 additional minibuses and more staff and are therefore able to support 1 or 2 community activities in the programme each day. We are able to be more flexible and people have been supported to visit places such as St Alban’s, Woburn Safari, Brighton and Felixstowe, We have also been able to pick people up directly from home to go out on these trips and also have flexibility to support people home at a later time.”

P.S Development Manager Keston Day opportunities

“A major improvement for older people arising from the service based model is that the vehicles are available during the day to facilitate client activities outside the OP Day Centres, e.g attending an art/sculpture project in the National Gallery, attending consultation meetings, going to garden centres to purchase plants for centre-based gardening projects, undertaking escorted shopping trips to Wood Green and elsewhere for people with mobility difficulties. There have also been many trips to a wide range of museums and similar venues. This contributes directly to achieving the goals of the Councils Well-being Strategic Framework 2007-2010, by enabling service users to access wider opportunities for leisure, socialising and learning.”

Managers, OPS Day Centres

“Clients have said that they like the staff as escorts and that they enjoy being able to go out for trips. We have used the bus 35 times for trips, outings, walking groups since August last year, and often picked up clients for extra days or special events at The Grange.”

Managers, OPS Day Centres

“It’s better than before. There is better communication. I can get out and get my young son to school on time in the mornings because they have been able to pick my other sons up early for the centre.”

Mrs B, parent of two sons with LD who are users of adult day opportunities.

“Before the change in transport provision often MK and JM would arrive to the centre and could be quite agitated often requiring a high level of support to settle and plan the day. Now we have regular and consistent staff that have been trained and supported

to develop strategies to manage the behaviour. MK and JM are now able to arrive at their day opportunities in a settled manner.”

IK Assistant Manager Day Opportunities

“I am happy with the new transport arrangements, as I am able to communicate directly with the minibus staff who are friendly and supportive”.

DT (parent/carer)

Appendix 3

Indicative lease costs for a VW Plaxton 16-seat coach (08/09)

Lease cost (including maintenance)	£15,652.00
Enterprise/Accord overhead	£3,651.21
Insurance	£1,255.73
Corporate overhead	£1,624.77
Total cost for vehicle	£22,183.71

PASSENGER TRANSPORT SERVICES

SERVICE LEVEL AGREEMENT

Between

**The CYPS
Passenger Transport Services**

AND

**Adult, Culture & Community Services -
Learning Disability, Physical Disability, Residential older
People & Day Care older People Teams**

FOR

TRANSPORT FLEET CONSULTANCY MANAGEMENT

THIS SERVICE LEVEL AGREEMENT is made the day of.....2008

BETWEEN

1. CYPS Passenger Transport Services of Ashley Road Depot, Ashley Road, London N17 9AY (“PTS”), and

2a. Learning Disability Team of Ermine Road Day Opportunities, 2 Ermine Road Tottenham, London N15 6DB

2b. Physical Disability, Room 3:05, 40 Cumberland Road, Wood Green N22 7SG

2c. Residential Older People, 3rd Floor, 40 Cumberland Road, Wood Green N22 7SG

2d. Day Care older People Teams, 1st Floor, 40 Cumberland Road, Wood Green N22 7SG

BACKGROUND

- A. Adult, Culture & Community Services requires transport fleet consultancy management to be provided.
- B. The PTS agrees to provide the said Service.
- C. This Agreement sets out the minimum standards for specific Service provision under the contract and roles and responsibilities of each party in relation to the provision of the Service.

TERMS AND CONDITIONS OF THE AGREEMENT

Service Level Agreement (SLA) to provide in-house consultancy on Transport fleet management for Learning Disabilities, Older People and Physical Disabilities services

The aim of this SLA is to set out in detail the fleet-management based support and advice function to be sourced from the Transport Section for managers responsible for operating service-based vehicles in a manner compliant with all relevant legislation, quality standards and required outputs.

The purpose of this SLA is to enable Adult Services to manage a fleet of service-based vehicles providing a service to frail and vulnerable people in a way that is compliant with all legislation, guidance and general good practice. It also details the responsibilities of local managers to enable that support and advice function from Transport Section to be provided efficiently and effectively. It is accepted that all general advice and requirements arising from independent inspections by the Transport Section, whether based in legislation, associated guidance or general good practice, will be adhered to by local managers.

Part one

Is common to all clients and deals with the roles and responsibilities of a Transport Manager.

Part Two

Client Responsibilities

Part Three

Cost of in-house consultancy

Part one - Role and Responsibilities

- 1.1 To ensure that all operations are carried out in accordance with the current UK and EU laws and regulations governing vehicle safety, environmental controls on fuel emissions and traffic congestion.
- 1.2 To provide specimens of all required recording and monitoring systems, in a uniform format, to local centre managers in Adult Services, also to include guidance booklets for drivers and escorts. Responsibility for updating these systems will be the responsibility of the Transport Section
- 1.3 To assist centre managers in drawing up appropriate induction procedures for drivers, and taking part in those procedures, including carrying out the initial driving test and further training for drivers as agreed separately and in accordance with good practice
- 1.4 To be available to provide advice as and when required between the hours of 7.30 to 5.00pm. Monday to Friday. This could be by either responding to a phone call or email.
- 1.5 For the first 3 months to be available for approximately 2 or 3 days a month to visit units to ensure that the systems in place meet the UK and EU regulations.
- 1.6 To provide advice and update on all new transport legislation as and when it becomes available.
- 1.7 To provide advice on roadworthiness of vehicles and whether vehicles meet legal requirements.
- 1.8 To provide advice on carrying out vehicle checks and recording defects.
- 1.9 To provide advice on checking off recorded defects.
- 1.10 To provide advice on staff training, ensuring that drivers are proficient in the safe use of all equipment and vehicles that are provided.
- 1.11 To advise on driver's daily logs with parking and motoring contravention notices so that the driver of the vehicle involved in the allegation is correctly identified and presented with PCN so that it may be paid or that appeals and objections are presented within the allocated period.
- 1.12 To advise on emergency situations that may arise; e.g. adverse weather conditions, breakdown of vehicles.
- 1.13 To advise on all matters in relation to the DVLA and issue the Haringey Council driving permit

- 1.14 To arrange 8 weekly compliance spot check's on vehicles to include
- checking vehicle records
 - Defect sheets
 - Service Records
 - checking vehicles
 - inspection of systems

1.13 To provide inspection reports which detail faults and which make recommendations for improvement in order to ensure proper quality control of transport systems.

Part Two - Client Responsibilities

- 2.1 To ensure that each unit/centre allocates a transport co-ordinator or deputy authorised to deal with transport-related matters so as to ensure quality standards are in place. The transport co-ordinator or deputy will be responsible for liaising with the consultant in regards to requesting advice. However, it is accepted that the manager of the centre will have overall responsibility for the standards of the service based transport service locally, whether or not this function is delegated to another person
- 2.2 To ensure that all drivers have undertaken training to demonstrate that they are fully conversant with vehicles, apparatus and equipment used in the performance of the service.
- 2.3 To ensure that all drivers are fully conversant with their respective role, duties and responsibilities.
- 2.4 To ensure that all drivers permitted to drive vehicles have undertaken Haringey's Councils driving test.
- 2.5 In the performance of this agreement the client to ensure that the Transport consultant or deputy has access to named person(s) responsible for co-ordinating the transport, and to provide a list of all vehicles and the units where vehicles are based.
- 2.6 To ensure that the Transport consultant or deputy has access to vehicle log sheets, drivers logs and defect books for the purpose of carrying out spot checks.
- 2.7 To ensure that any recommendations from the transport co-coordinator or deputy are adhered to and implemented.
- 2.8 **DISPUTES –**
In the event that a dispute arises between the Service Provider and the Client, resolution is to be sought between the Director of Children's and Young Peoples Services and the Director of Adult, Culture and Community Services or their authorised representatives.
- 2.9 **VARIATIONS –**

Any variation or extension of the service provided under this agreement or any alteration of charges shall not be enforceable unless they are agreed in writing by both parties.

2.10 REVIEW MEETINGS –

Review meetings will be held half yearly between the Transport Manager and the Client's Authorised Representative.

Part Three - Cost of in-House consultancy

3.1 To provide 6/8 weeks centre inspection to include all relevant supporting documentation with vehicle inspection.

3.2 To provide an effective service, costs are based on:

3.2.1 Number of locations.

3.2.2 Number of vehicles to each location.

3.2.3 Number of location inspection each year.

3.2.4 Time spent on each vehicle / documentation to carry out inspection.

3.2.5 Ad-hoc requirements will be estimated on an hourly rate.

3.2.6 Cost per hour is in two parts, Inspectors / Management.

3.3 Allocations of Costs:

3.3.1 Hourly rates:

Managers Rate per hour £ 45.00

Inspectors Rate per hour £ 35.00.

3.3.2 Managers time @1.5hrs per vehicle

3.3.3 Inspections estimated time: 2 hours @ £35.00 per / hour on number of vehicles at each location.

3.3.4 Number of inspections estimated minimum of 6 x per annum.

Example: Bernard Lanigan's location.

Managers time: $2 \times 1.5 = 3.0 \times 45 = \text{£ } 135.00.$

Inspectors times: $4 \times 35 = \text{£ } 140.00.$

Cost per / annum £ 275.00

Cost analysis report for each inspection with supporting documentation will be sent to the Head of Service and also a copy to each location manager or appointed person. Please see the spreadsheet on the below for total annual costing