

Report Title:

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

Report authorised by:

CLlr Gideon Bull, Chair of the Overview and Scrutiny Committee

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Wards(s) affected: **N/A**

Report for: **[Key / Non-Key Decision]**

1. Purpose of the report (That is, the decision required)

1.1 In June 2008 the Overview and Scrutiny Committee commissioned a full scrutiny review of the transport service in adult social care (day centres).

1.2 Panel Members appointed to this review have conducted a scoping of this service and is now presented for approval by the main Overview & Scrutiny Committee.

2. Introduction by Cabinet Member (if necessary)

2.1 N/A

3. State link(s) with Council Plan Priorities and actions and /or other Strategies:

3.1 The Council have agreed a local response to Valuing people (2001) and Valuing People Now (2007) which required services to be planned to enable people with learning disabilities to lead full and purposeful lives.

3.2 Local commitments to developing services which are geared towards maintaining

peoples independence stemming from Our Health Our Care Our Say (2006).

3.3 Local Strategic Frameworks: Haringey's strategic partnership has agreed a number of local strategies and framework's which have been key driver's in the development of service based transport. These include, Sustainable Community Strategy, Wellbeing Strategic Framework and Going Green. All of these aim to ensure the development of individual services which are sustainable and have a reduced environmental impact.

4. Recommendations

4.1 For the Committee to consider the scoping report for the scrutiny review of service based transport in adult social care.

4.2 For the Committee to approve the objectives, methods and timescales for the completion of the review.

5. Reason for recommendation(s)

5.1 A summary of the background material which the Review Panel have used to determine the scope of the report is contained in section 7.0.

5.2 The scoping report was approved by the Panel at the meeting held on October 15th 2008.

6. Other options considered

6.1 NA

7.1 Summary

7.1.1 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.

7.1.2 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.

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

7.2 Background - JTPU

- 7.2.1** 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.
- 7.2.2** 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 together with a range of externally commissioned routes/ services. All transport routes were planned and delivered through the JTPU. Drivers and escorts were also employed and managed through the JTPU. These transport services supported over 400 young people and 150 adults to access schools, day centres and luncheon clubs each day.
- 7.2.3** 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 as follows: SEN 76%, Social Services 19%, School Swimming 2%, School Catering 2% and Council post 1%.
- 7.2.4** 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.

Background – Service Based Transport in Social Services

- 7.2.5** 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
- 7.2.6** Passenger transport configuration within JTPU was not felt to be sufficiently flexible to meet the evolving needs of service users at day centres in 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.
- 7.2.7** Within this new transport arrangement, 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 now 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

7.2.8 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.

7.2.9 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.

7.2.10 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 continues to be provided through the JTPU.

7.3 Terms of Reference

7.3.1 Service based transport has been in operation for over 1 year which has provided sufficient time for this model of passenger transport to establish itself within adult social care services and among service users. It is therefore an appropriate juncture at which to evaluate the impact of this new development.

7.3.2 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.

7.3.3 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 7.2.9 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.

7.4 Review Methods

Panel Meetings

7.4.1 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.

7.4.2 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.

7.4.3 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

7.4.4 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.

7.4.5 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.

7.4.6 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

7.4.7 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

7.4.8 It is proposed that a number of organised visits to identified day centres in Haringey be undertaken. These visits may provide a practical insight in to 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

7.4.9 As of April 2008, all research and consultation processes undertaken within Adult Social Care have to be approved by Research Governance Panel. The proposed consultation methods within the review will be risk assessed by the Panel and any

ameliorating actions identified. The consultation process was approved by the Research Governance Panel on 26th September 2008.

7.5 Panel Meeting Structure

7.5.1 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 are 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

Wednesday 26th
November 17.00-19.00
Civic Centre Committee
Room 1

Panel Conclusions and recommendations

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

Panel Meeting 5

To be confirmed

Panel Conclusions and recommendations

- To form review recommendations
- Agree reporting arrangements

7.5.2 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	Sept	Oct.	Nov.	Dec.
Panel Meetings	1			2 3	4	5
Service information						
Carers and staff Survey						
Service user focus groups						
Member Visits to Services						
Review Reporting						

7.6 Panel Membership

7.6.1 Panel Membership will be as follows:

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

7.7 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.

7.7.2 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).

7.7.3 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

8. Chief Financial Officer Comments

8.1 The views of Finance have not been solicited at this stage. It is anticipated that any financial implications will be identified during the review process and highlighted

<p>within the concluding review report.</p>
<p>9. Head of Legal Services Comments</p> <p>9.1 The views of Legal Services have not been solicited at this stage. It is anticipated that any legal implications will be identified during the review process and highlighted within the concluding review report.</p>
<p>10. Head of Procurement Comments –[Required for Procurement Committee]</p> <p>10.1 N/A</p>
<p>11. Equalities and Community Cohesion Comments</p> <p>11.1 The planned consultation to be undertaken within the scrutiny review has been approved by the Research Governance Panel.</p> <p>11.2 The ethical and equalities implications for the review consultation have been assessed by the Research Governance Panel and reflected in the planned consultation methods.</p>
<p>12. Consultation</p> <p>12.1 Details of the planned consultation processes to be undertaken within the review are contained within the summary (section 7).</p>
<p>13. Service Financial Comments</p> <p>13.1 The review will be conducted within the allocated budgets of the Scrutiny Service.</p>
<p>14. Use of appendices /Tables and photographs</p> <p>14.1 N/A</p>
<p>15. Local Government (Access to Information) Act 1985</p>