

# **Scrutiny Review Service Based Transport**

**Report back from the service evaluation with  
service users, carers and staff**

**December 2008**

## 1. Introduction

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).<sup>1</sup> 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.

- 1.1 In June 2008, Overview & Scrutiny Committee commissioned a review of these new transport arrangements in adult social care, primarily to assess whether the intended objectives of this reorganisation had been achieved. To facilitate this review process, it was agreed to consult with key stakeholders (service users, carers and staff) to ascertain what impact the transport changes have across Day Centres where new arrangements for transport service have been implemented.
- 1.2 This report provides an analysis of data from these service evaluations. It is anticipated that the analysis will inform assessments on the acceptability of the transport changes to key stakeholders and guide broader assessments on the overall effectiveness of this new model of transport service provision.

## 2. Service Evaluation Methods

The methods in which the three individual service evaluations were carried out with respective stakeholder groups are summarised below.

### Service Users

- 2.1 Given the vulnerability of adult social care service users, considerable care was 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, was of paramount importance in this aspect of the service evaluation.
- 2.2 In this context, a pictorial survey was designed in consultation with service managers and staff at day centres. A speech and language therapist was also consulted to ensure that survey design was accessible to the widest possible range of service users attending day centre services. Whilst the pictorial survey formed the basis of the service evaluation, additional open ended questioning was included to allow more detailed and qualitative contributions where this was possible.
- 2.3 A pictorial information sheet and consent form accompanied the survey which explained to service users the purpose of the survey. Critically, the information highlighted that:
  - Participation was voluntary
  - Non participation will not affect future access or right to services
  - Service users could withdraw at any time
  - The survey was anonymous and information given will not be used that will identify informants.
- 2.4 Where informed consent was obtained, service users were assisted in completing the survey by a member of the management team at respective day centres

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<sup>1</sup> Physical disabilities had their own arrangements previous to this decision.

(where possible, someone with whom service users were familiar, but not involved in their day to day care). Completed surveys were coded and analysed using SPSS.

#### Carers

- 2.5 Given the prospective numbers of respondents and the relative accessibility of this group, a quantitative approach was used to service evaluation with carers. The survey was developed in consultation with service managers and sought to elicit a range of information including:
- 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
- 2.6 The final survey was anonymous and distributed via post to carers along with a reply paid envelope. An explanatory letter accompanied the survey detailing why the review is being undertaken, why their response was important and reassuring respondents of their confidentiality. Completed surveys were returned direct to the researcher, and were coded and analysed using SPSS software.

#### Staff

- 2.7 Given the numbers involved (approximately 100) the staff service evaluation was predominantly quantitative in nature. The survey did however contain a number of open ended responses to allow staff to expand and develop their answers to set questioning. The survey was designed in consultation with service managers and sought to ascertain the following information:
- 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
  - Identify possible improvements to transport services
- 2.8 The final survey was anonymous and distributed to staff along with a reply paid envelope. An explanatory letter accompanied the survey detailing why the review was being undertaken, why staff responses were important and reassurance that any material used would not identify informants. Completed surveys were returned direct to the researcher, where they were coded and analysed using SPSS software.

### **3. Research Governance**

As of April 2008, all research and consultation processes undertaken within Adult Social Care have to be approved by the new Research Governance Panel. The service evaluation methods outlined above were risk assessed and ameliorating actions were identified. The service evaluation process was approved by the Research Governance Panel on 26<sup>th</sup> September 2008.

# **Part 1 – Service Users Survey**

#### 4. Responses to service user survey.

- 4.1 The survey was distributed at five day centre sites; three older people's services (The Grange, The Haven and Woodside) and two learning disabilities services (Ermine Road and Keston Road). From a total estimated distribution of 300 surveys, 101 completed surveys were returned from service users. This produced an approximate response rate of 33%. This can be considered a good response given the vulnerability of service users.
- 4.2 Responses were received from service users at each of the five day centres (Figure 1). The distribution of responses also reflects the nature of service users that attend each of the day centres, thus a higher response was received from The Haven and Woodside House which predominantly support older people with a physical disability than those day centres supporting people with a learning disability (Keston Road & Ermine Road) or dementia (The Grange). Thus whilst 35% of responses came from service users at The Haven (physical disability) just 5% of responses came from service users at Ermine Road (severe learning disability). The full distribution of responses is contained in Figure 1.

##### Service user views of the punctuality of transport service

- 4.3 There was general agreement among service users that the transport service was punctual where 98% of respondents agreed that the bus turned up on the right day and 82% agreed that it turned up at the right time (Figure 2). In respect of the bus turning up at the right time, there was a strong difference of opinion among service users; whilst almost all respondents from Ermine Road (100%), Woodside Day Centre (90%) and The Haven (89%) agreed the bus turned up at the right time, just 67% of respondents from Keston Road similarly agreed (Figure 3).
- 4.4 Qualitatively, service users were in agreement that the transport service was punctual in picking them up (from home) in the morning and dropping them off (at home) in the evening. In written comments provided by service users, it was acknowledged that problems with traffic or road-works were a big factor in these delays:

*'It's sometimes late because of traffic.'* (SU from Learning Disability)

*'There are sometimes delays but that's more to do with traffic and road-works.'* (SU from Older People)

##### Service user views of journey times

- 4.5 Within the service based model of transport provision, individual day centres plan and manage transport routes which convey service users to and from their home to respective day support centres. Given the home residence of service users and the bus routes to which service users are allocated, journey times to and from the centre may vary. Whilst 89% of service users agreed that the journey time to and from the centre was acceptable (Figure 2), there were lower levels of satisfaction among service users attending learning disability services. Here, just 80% of service users attending Ermine Road and 71% of service users attending Keston Road thought the journey times were acceptable (Figure 4).
- 4.6 Analysis of written comments from service users in the survey would appear to verify quantitative data; most were satisfied with the journey time to and from the day centre though a small proportion felt that this was too long, particularly those attending learning disability services:

*'It's too long.'* (SU from Learning Disability)

*'Too long.'* (SU from Learning Disability)

*'Rounds could be slightly shorter.'* (SU from Older People)

#### Service users views about the comfort of the transport service

- 4.7 Analysis of survey data found that 95% of respondents indicated that the buses were comfortable, a finding which was consistent for service users across all day centres. This finding was again verified in the analysis of the qualitative data, where in addition to noting that the buses were comfortable also commented that the new buses were comparatively more comfortable than the older buses and that the staff made every effort to make them comfortable throughout the journey:

*'[The buses] are really comfortable.'* (SU from Learning Disability)

*'New buses are better.'* (SU from Learning Disability)

*'I have a lot of difficulties but the staff try to make me comfortable with cushions.'* (SU from Older People)

*'Staff are very helpful and the bus is very spacious compared to the old buses.'* (SU from Older People)

#### Service users' views of drivers and escorts

- 4.8 The buses which transport service users are staffed by one driver and an escort. Almost all (98%) respondents indicated that they found their drivers and escorts to be friendly and helpful (Figure 5). There were many comments to support the friendliness of drivers and escorts from service users at both older peoples services and learning disabilities services.

*'Good drivers.'* (SU from Learning Disability)

*'Very helpful and polite.'* (SU from Older People)

*'Yes, they are very friendly and helpful.'* (SU from Older People)

- 4.9 The survey sought to assess whether the bus drivers or escorts assisted service users in getting on and off the bus and in and out of their home. Survey respondents were in broad agreement that drivers or escorts were helpful; 90% agreed that they helped them on and off the bus and 77% agreed that they helped them in and out of the home (Figure 5). High levels of service user satisfaction with the helpfulness of drivers and escorts were also verified through qualitative comments provided in survey:

*'They help you on the bus.'* (SU from Learning Disability)

*'That's what I like, they are very helpful.'* (SU from Older People)

- 4.10 It was also clear, that a significant number of service users remain physically independent and may not need the assistance of drivers or escorts in getting on or off the bus or getting in and out of the home:

*'I can get on and off the bus myself.'* (SU from Learning Disability)

*'I don't need help to get on and off the bus.'* (SU from Older People)

*'I don't need much help.'* (SU from Older People)

4.11 Prior to the development of service based transport, drivers and escorts were mostly provided through a centrally administered transport service and had little contact with day centres beyond transporting their service users. With the development of service based transport, drivers and escorts are employed by respective day centres to transport service users to and from the day centre but also to provide support activities both within and external to the day centre. A high proportion of service users (80%) confirmed that drivers and escorts now participate in the activities at the day centre (Figure 5).

#### Day trips and external activities

4.11 It was anticipated that through developing a locally managed system of transport this would develop service user's access to mainstream and community activities during the day (i.e. using sporting facilities, shopping and visiting relatives). Analysis of survey data found that 84% of service users agreed that they had trips out of the day centre as often as they would like (Figure 6). This finding was not replicated across all day centres however, as proportionally fewer respondents from Keston Road (67%) indicated that they went on day trips as often as they would like.

4.12 Qualitatively, many respondents indicated how much they enjoyed going on day trips out of the day centre which included trips to local parks, shopping centres, art galleries and day trips to the coast. Indeed, some respondents indicated that they now went on more trips under the new transport system:

*'Enjoys trips out a lot.'* (SU from Learning Disability)

*'I enjoy the trips very much.'* (SU from Older People)

*'We get taken to places that we couldn't get to before.'* (SU from Older People)

4.13 Further more, a number of respondents were keen that there should be more opportunities for service users to go on activities or day trips away from the day centre:

*'I want to go on trips more often.'* (SU from Older People)

*'More trips would be nice.'* (SU from Older People)

#### Overall perceptions of the transport service

4.14 Respondents were asked to indicate how they felt overall about the transport service which was provided from the day centre. 95% of respondents indicated that the transport service was good, 4% were unsure and 1% thought it was bad (Figure 7). This finding was reproduced in the analysis of responses from other day centres.

4.15 Finally, service users were asked to comment on any aspect of the transport service, highlighting anything that was good about the service, or what needed to be improved. A summary of the main themes to emerge from these findings are given below:

1) Drivers and escorts integral to perceptions of good service:

*'Staff are friendly so it makes the journey good.'* (SU from Learning Disability)

*'The transport is good because the drivers and escorts make me feel good, they help me to get out of the house on time and make sure that I switch off my lights and they help me get my frame. I don't think there is anything to improve.'* (SU from Older People)

*'The transport makes for happy times at the centre for me. The staff care about us and make us laugh and make me a cup of tea.'* (SU from Older People)

2) The service is reliable:

*'We cannot rely on other transport.'* (SU from Older People)

*'Yes, the good thing about the transport is that they are reliable.'* (SU from Older People)

*'The fact that it exists is good.'* (SU from Older People)

3) Some service users who attend older peoples day care centres would like to attend for longer:

*'I attend the drop in centre and would like to attend for longer.'* (SU from Older People)

*'I would like a little longer here [at the Day Centre].'* (SU from Older People)

*'I would like more time at the Centre.'* (SU from Older People)

4) There are some concerns about the steps on and off of buses:

*'The steps are a little dangerous, the bars sometimes catch your fingers.'* (SU from Learning Disability)

*'Steps are a bit high.'* (SU from Learning Disability)

5) There is room for some improvement in the punctuality of services:

*'The bad thing is that that it sometimes come and pick me up late.'* (SU from Older People)

6) Overall, there was broad satisfaction with the transport service:

*'I am very satisfied.'* (SU from Older People)

*'It can't be any better it's all very nice.'* (SU from Older People)

*'The service is very good, they are mostly on time and I get all the help I need.'* (SU from Older People)

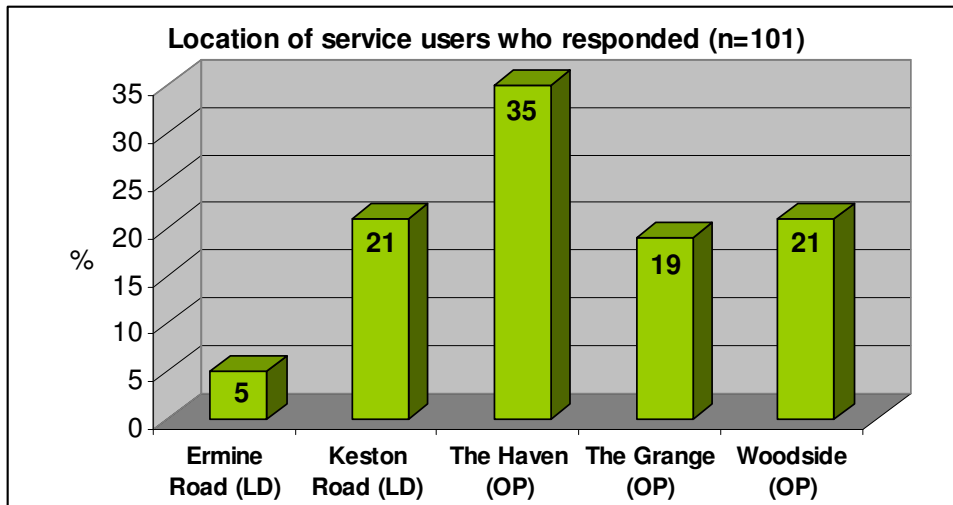
*'The service is very good.'* (SU from Older People)

*'They are perfect.'* (SU from Older People)

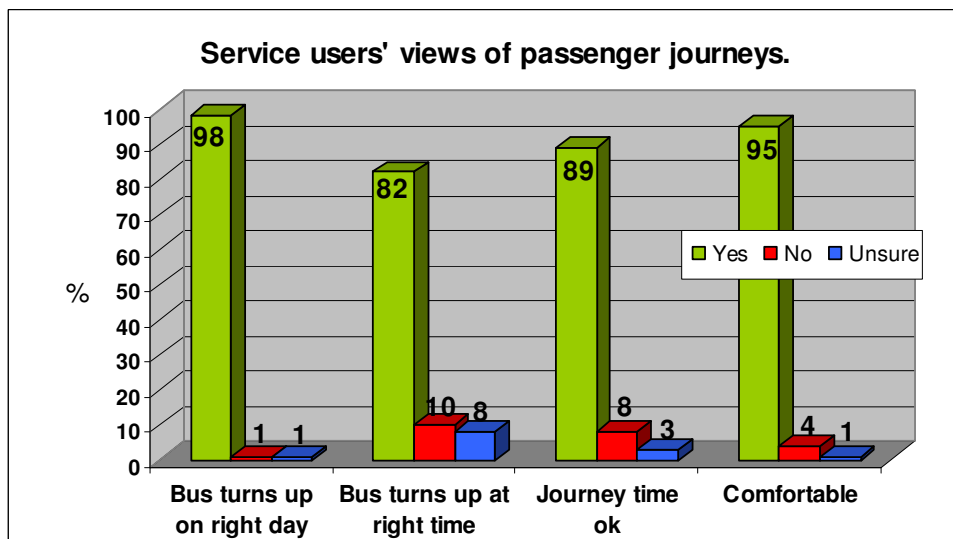


**Charts from survey of service users.**

**Figure 1**



**Figure 2**



**Figure 3**

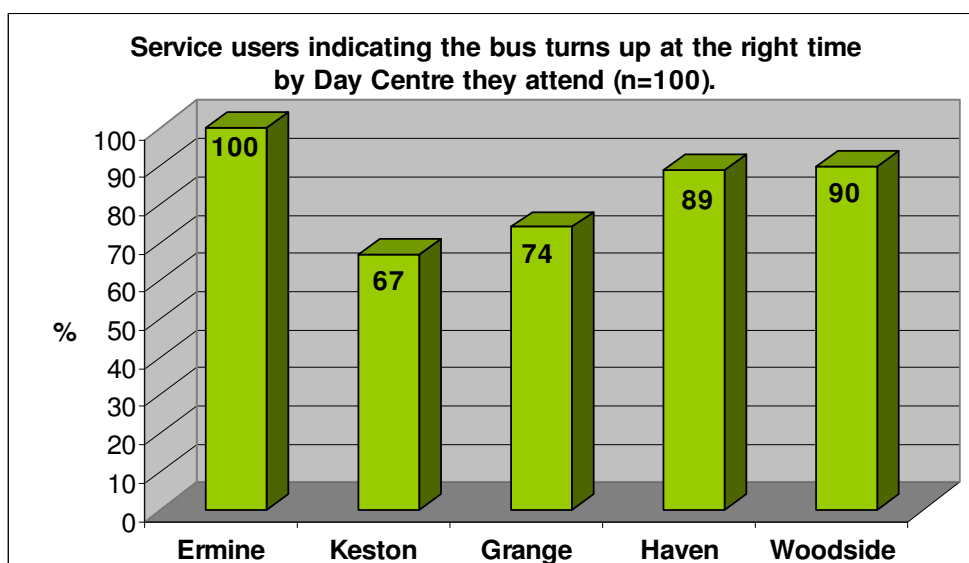


Figure 4

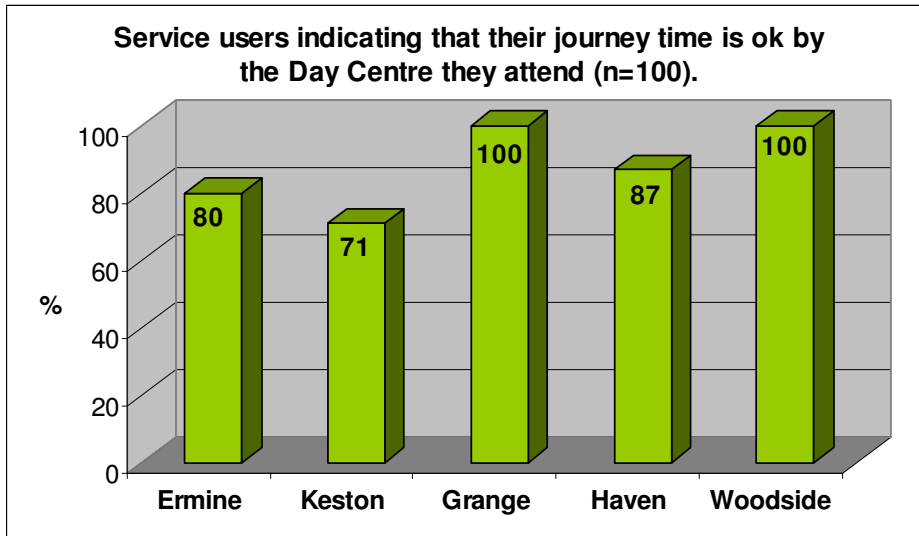


Figure 5

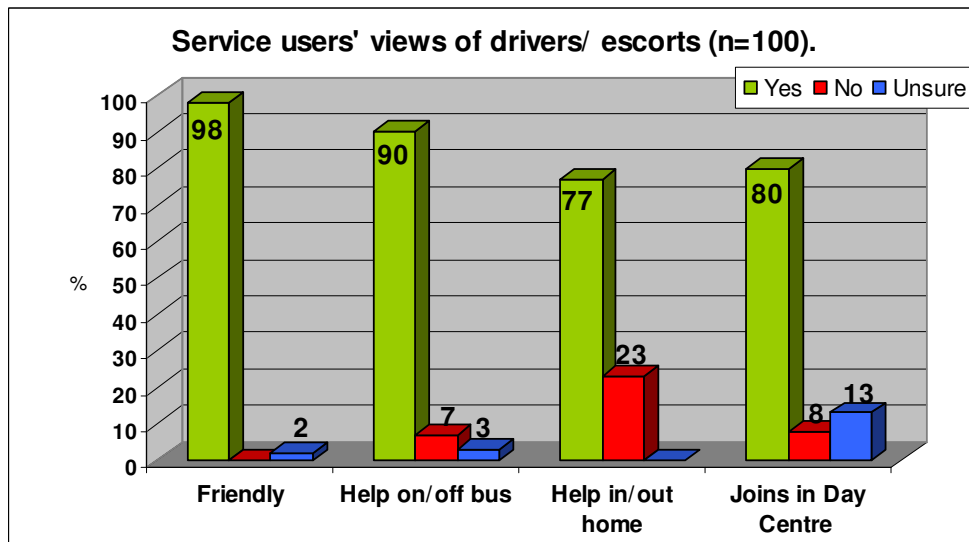


Figure 6

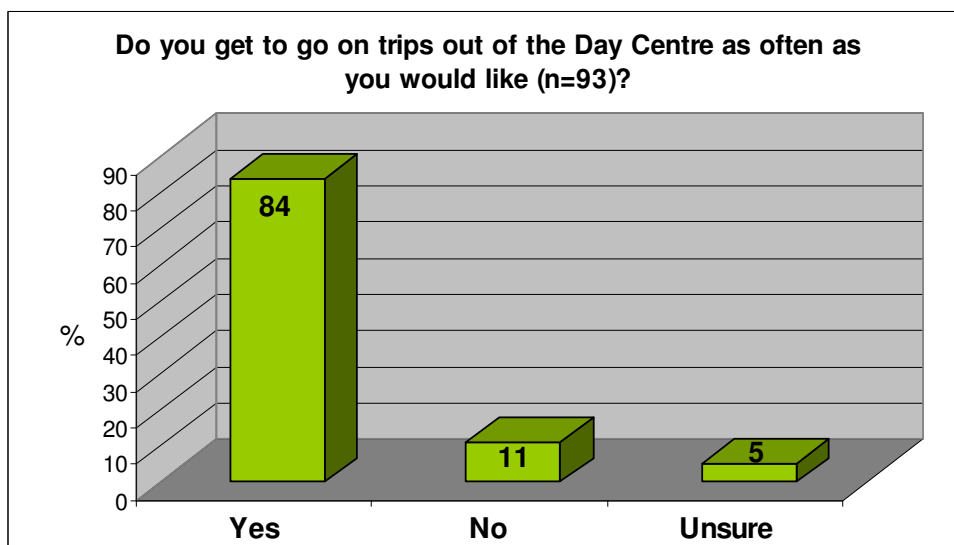
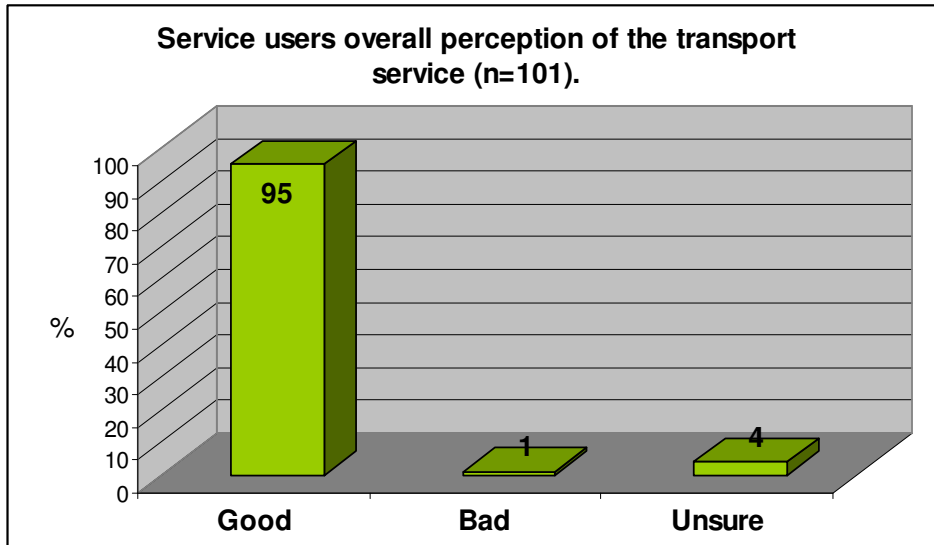


Figure 7



## **Part 2 – Carers Survey**

## 5.0 Responses to the carer's survey

- 5.1 The survey was distributed to carers of service users at five day centre sites; three older people's services (The Grange, The Haven and Woodside) and two learning disabilities services (Ermine Road and Keston Road). From a total estimated distribution of 225 surveys, 62 completed surveys were returned from carers. This produced an approximate response rate of 28%. This can be considered a good response given that the survey was administered via post.
- 5.2 Almost 2/3 of responses came from those who cared for a service user who attended a learning disability service; 38% of responses came from carers looking after a service user at Keston Road and 23% of respondents who cared from a service user at Ermine Road (Figure 8). Lower response rates from carers of service users attending older people's services were to be expected, as many of these services may be living independently or without the support of a carer. Thus, it is unsurprising to record that just 7% of responses came from those carers looking after those service users that attended The Haven (a day centre predominantly supporting those with a physical disability).
- 5.3 Approximately one-half of all respondents (48%) indicated that the person they care for attended the day centre every day (Figure 8). A similar proportion also indicated that the person that they care for had attended the day centre for more than 5 years (Figure 8).
- 5.4 Analysis of demographic data provided by carers themselves revealed that a majority (72%) were aged 50 years and over, were predominantly female (81%) and had a familial (87%) relationship (partner, parent, son or daughter) with the person that they cared for (Figure 8).

### Carers views about the punctuality of the transport service

- 5.5 Analysis of quantitative data would suggest a high level of satisfaction about the punctuality of the transport service among carers. Here, 90% of respondents indicated that the bus generally turned up at the right time to pick up or drop off the person that they cared for; 28% indicated that this was always on time and 62% indicated that it was 'mostly' on time (Figure 9).
- 5.6 Analysis of qualitative comments would seem to suggest that occasional problems with the lateness of transport remain a problem for a significant minority of carers. This seems to be particularly problematic for the morning route which picks up service users. It was apparent however, that not all carers were in a position to judge the punctuality of the transport service as drop-off/pick-up times were very broad or even unspecified at some day centres:
- 'Pick up time is not specified, so they turn up any time.'* (LD)
- 'Right time' is unknown, this seems to be moveable.'* (LD)
- 'The pick up time is fairly broad (8.30-10.00) so it's not hard to be on time.'* (OP)
- 5.7 In the survey, carers were asked to indicate if they were notified if the bus was going to be late in picking up or dropping off the person that they care for. In total, 73% of respondents indicated that they were generally notified if the bus was going to be late; 44% indicated that they were 'always' notified and 29% indicated

that they were 'mostly' notified (Figure 9). Whilst it is noted that all buses carry a mobile phone, there does not appear to be a standard policy to notify carers if the transport is going to be late. What is evident from the analysis of qualitative comments is that carers would expect to be notified if the bus is going to be particularly late:

*'Courtesy call when the bus is running really late would be appreciated.'*(LD)

*'No call at all and that's not nice.'* (LD)

It was also evident that when this practice is instituted, it is appreciated by carers:

*'Yes we are told and this is a commendable gesture from The Grange – a phone call informs me every time.'* (OP)

5.8 Overall however, there was broad agreement among carers that the transport service on the whole was punctual where service users were generally picked up at their allotted time (where this is provided). Indeed, it was noted by some carers, that the punctuality and reliability of transport services had improved:

*'Very reliable.'* (LD)

*'Buses are very reliable – no complaints.'* (OP)

*'I feel very good about the service, before the times were very unsettled – but almost everyday now the service is on time. I hope the service stays like this.'* (LD)

#### Carers views about the journey times

5.9 The survey sought to ascertain carers views about the duration of the journey time that the person that they cared for took to and from the day centre. 70% of carers estimated the journey time of the person they care for to be less than 1 hour (Figure 10). Interestingly, 1 in 5 (20%) carers were unaware or unsure of journey times to the centre (Figure 10).

5.10 A majority (73%) of carers indicated that they felt the journey time was 'about right', though a significant minority (25%) felt the journey to be 'too long' (Figure 11). Further analysis of these responses revealed that there was less acceptance of the client journey time at Keston Road day centre, where almost 2 in 5 carers (39%) felt this was 'too long' (Figure 12).

5.11 Analysis of qualitative comments would appear to verify issues highlighted in the analysis of survey data; journey times on the whole were acceptable to carers although there were instances where the journey time was too long (due to traffic or other passengers). There would appear to be particular problems at Keston Road however, where it would appear that the journey times for some service users continue to be unacceptably long, which may require an examination of the routes planned from this day centre:

*'Far too long. (Keston)*

*There are too many pick ups for one bus, there should be separate pick ups for [more remote areas].(Keston)*

#### Carers views about the flexibility of transport

5.12 It was anticipated that the development of service based transport would provide more flexibility within the transport service, which would better enable day centres

to respond to carers needs (i.e. occasional variation of pick-up/ drop-off times). The survey sought to assess whether the new transport arrangements had provided additional flexibility in practice.

- 5.13 Although most respondents (71%) indicated that they had not needed to vary the pick-up/ drop-off time for the person they care for, when those that had occasioned to do so, most (90%) found this an easy process to arrange with the day centre (Figure 13). This was verified in the qualitative comments provided by respondents:

*'I have occasionally made a special request for them to come on time or let me know if there is a problem, this has always been listened to and have been in good time.'* (LD)

*'This is never a problem.'* (LD)

*'If I need to change a pick up or drop off times it is always very flexible and the driver and escort will always work around this.'* (LD)

#### Carers views about drivers and escorts

- 5.14 Within the new model of service based transport, drivers and escorts in adult social care services are now all located and managed through individual day centres. Drivers and escorts are now also dual trained to provide ongoing service user support outside transport runs. The survey sought to ascertain carers' perspectives on these changes.

- 5.15 Overwhelmingly (95%), respondents agreed that the drivers and escorts on the buses were friendly (Figure 14). This was substantiated in qualitative comments provided by respondents:

*'They are helpful, cheerful and friendly.'* (OP)

*'It makes a lot of difference when the drivers are friendly and talk to the clients.'* (LD)

*'Very friendly, polite and considerate.'* (OP)

- 5.16 In addition to being friendly, respondents indicated that they found that drivers and escorts generally communicated well and in many cases had developed a good rapport with both service users and carers:

*'They are very good with my son and communicates well.'* (LD)

*'They are very good and my mum is very happy with them as they make her laugh.'* (OP)

*'My son's driver is very good, he works well with my son.'* (LD)

*'My mother thinks they are very nice to her and I find their support of me helpful.'* (OP)

- 5.17 Respondents were also in broad agreement that drivers and escorts provided appropriate support to service users; 92% indicated that drivers/escorts 'mostly' or 'always' helped service users on and off the bus (Figure 15). Written comments provided by respondents underlined their satisfaction with the support that was provided to service users in accessing the transport service:

*'I find the escorts and drivers always helpful and kind when collecting and bringing back my husband – thank you very much.'* (OP)

*'It makes a lot of difference as I do not have the strength to get my son on and off the bus.'* (LD)

*'Very, very good.'* (OP)

5.18 Proportionally fewer respondents (77%) indicated that drivers / escorts 'mostly' or 'always' helped service users in and out of their home (Figure 15). Analysis of qualitative comments found that in a number of cases, the provision of support in and out of the home was not necessary as service users were independent enough to do this themselves or preferred their carer to assist:

*'There is no need to help my daughter as she is able to walk.'* (LD)

*'Quite often I take my wife to the front gate and the escort takes over and takes her on to the bus and sees that she is wearing a seat belt.'* (OP)

*'My daughter prefers it if I put her on the transport.'*(LD)

5.19 Over 2/3 (67%) of respondents indicated that with greater frequency, the same drivers and escorts come to pick up services users and transport them to the day centre (Figure 15). Respondents felt that this was important as it helped to maintain the continuity of care for service users and helped build supportive relationships with service users in their care:

*'Think staff continuity is important. It's important that the main drivers and escorts are regular.'* (LD)

5.20 Further analysis of respondent's comments revealed that service users and carers were appreciative of the support that drivers and escorts provides to service users on passenger transport services. Indeed, some carers felt that service users enjoyed this aspect of their day:

*'I have no problems with the escorts and drivers as my daughter has been using the service for many years.'* (LD)

*'[Drivers & escorts] seem to enjoy their job and my daughter looks forward to seeing them.'* (LD)

*'[Drivers & escorts] are wonderful and make a happy part of the day for my daughter.'* (LD)

#### Overall perceptions of the new transport service

5.21 Respondents were asked to give an overall assessment of the new transport service in respect of its perceived comfort to service users, improved access to day opportunities and the safety of transport services. All (100%) carers agreed that service users were transported safely and carefully to and from the day centre (Figure 16), though there were concerns about the steps on some buses being too high:

*'Some buses in use the steps are too high. I don't think these are the regular buses.'* (LD)

5.22 Approximately 2/3 (64%) of respondents indicated that the new transport service was more comfortable for service users (Figure 16). Proportionally fewer



respondents (46%) indicated that the new transport service had provided more day opportunities (i.e. accessing community activities) for service users (Figure 16). Qualitative analysis would suggest whilst some respondents acknowledged that there were more day opportunities for service users within the new transport system, there was always a demand to increase provision further:

*'They do seem to have more trips than with the previous system.'* (OP)

*'My mother loves going on the outings. It's good for her as she can't go far on her own.'* (OP)

*'They could always get out more.'* (LD)

#### Overall satisfaction with transport service

5.23 Respondents were asked to indicate how satisfied they were with the transport service overall. There was a high level of satisfaction among respondents with the transport service where 98% were satisfied; 67% indicated that they were 'very satisfied' and 31% indicated that they were 'satisfied' (Figure 17). Satisfaction with transport services would also appear to be more resolute at older people's services (the Grange, the Haven and Woodside) than leaning disability services where proportionally more respondents felt that they were 'very satisfied' with the service (Figure 18).

5.24 Analysis of qualitative comments would appear to suggest that there is general satisfaction with the transport service among carers (with the exception of suggested improvements (highlighted in 5.29):

*'There is nothing to add as the system seems to be working very well in our experience.'* (OP)

*'During the past 4 months my husband has been attending The Grange the transport has been and still is very good and the staff are always courteous and helpful.'* (OP)

*'The service has always been good.'* (OP)

#### Perceived improvement in transport services

5.25 Overall, 75% of respondents indicated that the transport service had improved over the past 12 months; 45% indicated that there has been a lot of improvement and 30% indicated that there has been a little improvement (Figure 19). As one day centre has always managed its own transport service, it is not surprising to record that 25% of respondents noted that there was no discernible difference in transport provision.

5.26 Further analysis of this data revealed that a majority of carers across all the day centres felt that transport had improved (Figure 20). Of particular interest here, were carer's perceptions of the improvement in transport provision at Keston day centre; whilst this centre has undergone significant changes resulting from the development of service based transport, 41% of carers still felt that there had been no improvement in the service.

5.27 Analysis of qualitative comments in the surveys would seem to confirm that overall, transport services have improved at day centres over the past 12 months:

*'The new service has been much better than it was before.'* (LD)

*'The service has always been good, so it's not improved that much.'* (LD)

5.28 There is however a lingering perception within learning disability services, focussed within Keston Day Centre, that the new transport service has had a limited impact upon services:

*'Made no difference.'* (LD)

*'No, nothing has changed.'* (LD)

*'No change.'* (LD)

*'It seems to be the same, nothing much has really changed.'* (LD)

#### General qualitative comments

5.29 Finally, carers were asked to comment on any aspect of the transport service, highlighting anything that was good about the service, or what needed to be improved. A summary of the main themes to emerge from these findings is given below:

1) Carers were satisfied with a service that is safe and reliable:

*'As a carer, my concerns are that my wife is taken to and from the centre safely – this has always been done.... if my wife is happier with the new transport then I am happy with the new buses and transport system.'* (OP)

*'Yes, [it's helped], it exists and facilitates a safe journey to and from the day centre.'* (OP)

2) Those carers who work may have additional demands on transport service (flexibility / punctuality) which may need to be considered:

*'I would appreciate it if they could pick up earlier as they are usually quite late.'* (LD)

*'As I work....I have to take my son in [to the day centre] in the morning, they then drop him off in the afternoon. When I request that he's picked up from home this isn't until 10.30am.... .'*

3) The new system of transport has improved access to day centres for some service users:

*'My mum will always get on the bus now because the lift at the back works all the time, but before there were times when she was not taken because this lift was not working. At the moment I have no complaints, the service is so much better because of the new transport, before I never knew if my mum was going or not.'* (OP)

4) A number of unresolved transport problems remain which may be helped by improved route planning:

*'We still need a Monday place on the bus as we have been waiting form over a year now - it would help me a lot as my job is wearing thin. My mother is collected by taxi on a Monday so I have to be at home am and pm which is a problem for my job.'* (OP)

*'Our mother attends the day centre twice a week, she is collected and returned on time. We have to take her and pick her up on Thursdays as the bus does not come to our area, but we manage.'* (OP)

5) Carers are generally appreciative of the transport services:

*'I want to thank the drivers and escorts for giving extra care for the elderly and doing a fabulous job – keep it up and thank you all for the work that you do for the support you provide to make them happy.'* (OP)

*'It is good to know that my mother is happy and really enjoys her trips to the day centre and looks forward to the visits.'* (OP)

Figure 8

About the person you care for:		About you:	
<b>Attends:</b>		<b>Are:</b>	
<b>Ermine Road</b>	23%	<b>&lt;30</b>	5%
<b>Keston Road</b>	38%	<b>31-40</b>	7%
<b>The Grange</b>	15%	<b>41-50</b>	16%
<b>The Haven</b>	7%	<b>51-60</b>	35%
<b>Woodside</b>	17%	<b>61 and over</b>	37%
<b>5 days a week</b>	48%	<b>Male</b>	19%
<b>3-4 days a week</b>	15%	<b>female</b>	81%
<b>1-2 days</b>	37%		
<b>&lt;1 year</b>	15%	<b>Partner</b>	17%
<b>1-2 years</b>	20%	<b>Parent</b>	52%
<b>3-4 years</b>	7%	<b>Other relative</b>	18%
<b>5 years and over</b>	58%	<b>Other</b>	13%

Figure 9

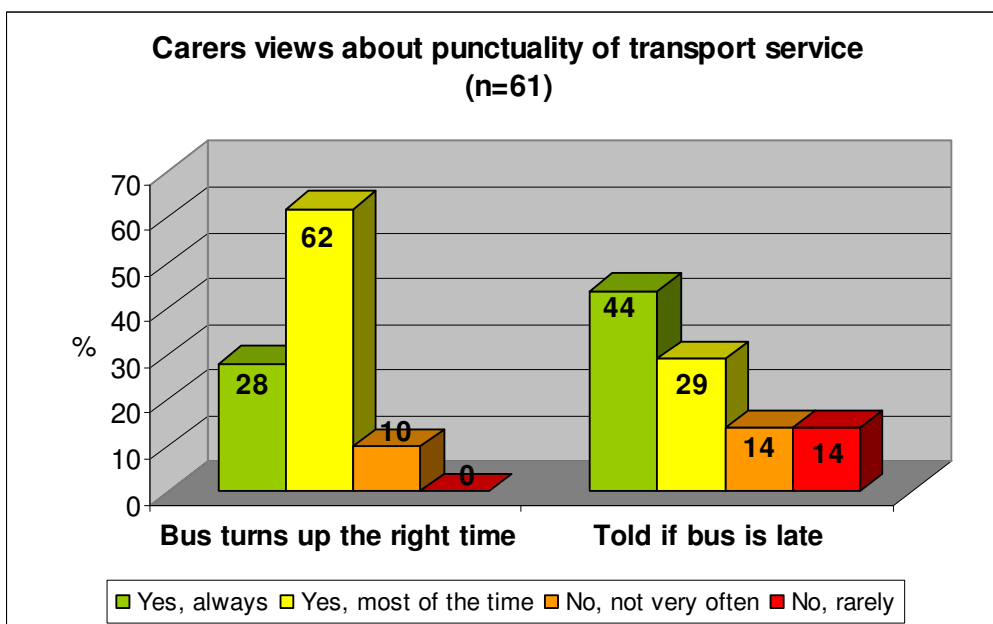


Figure 10

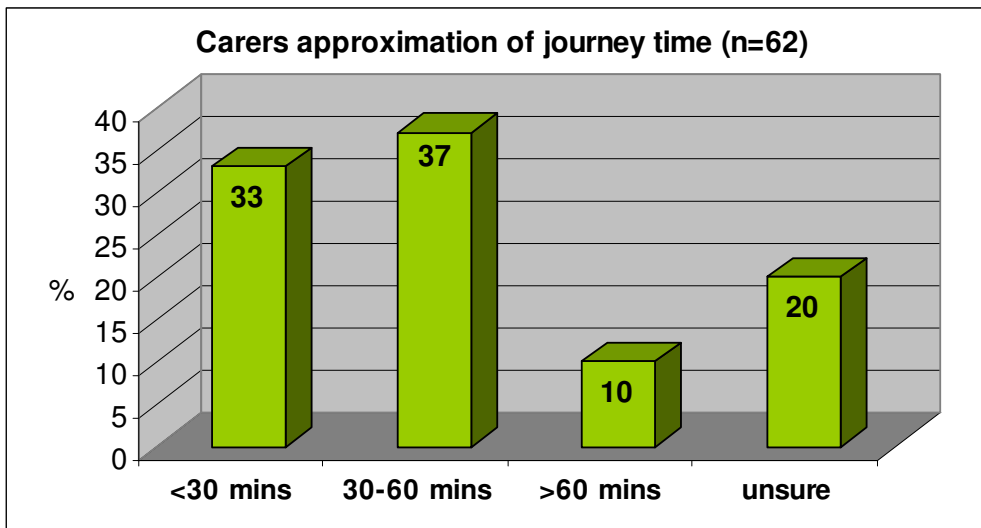


Figure 11

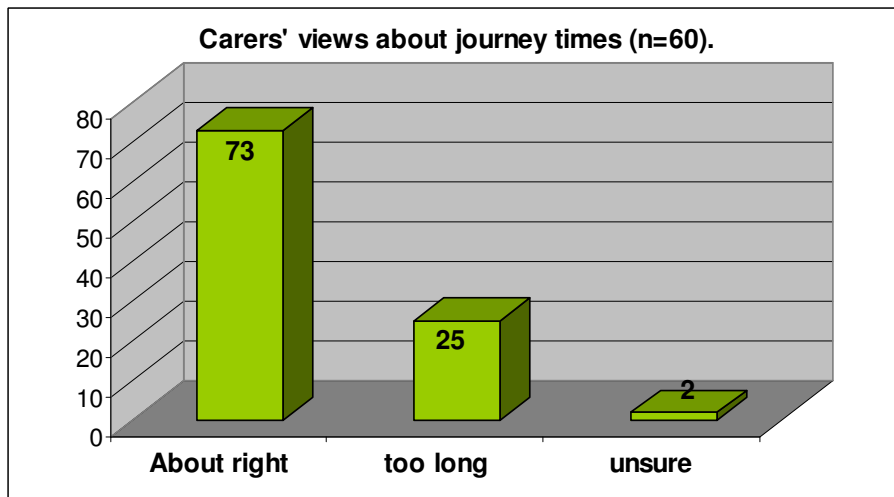


Figure 12

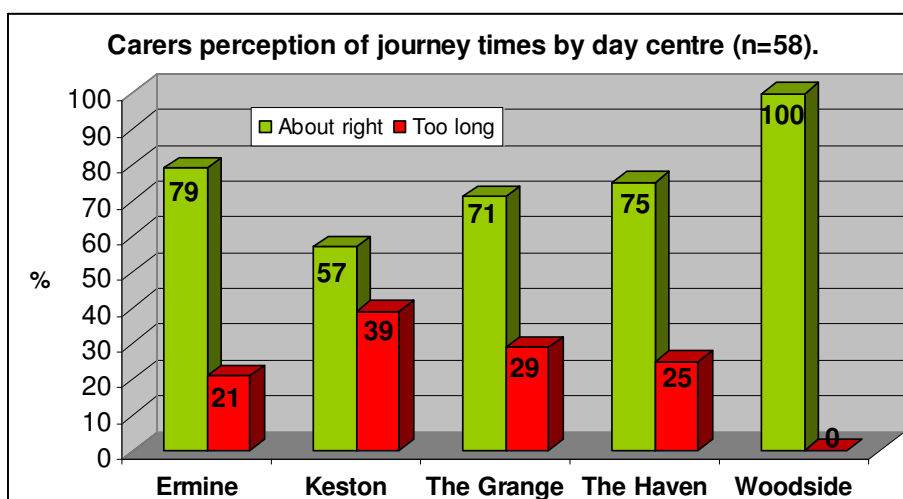


Figure 13

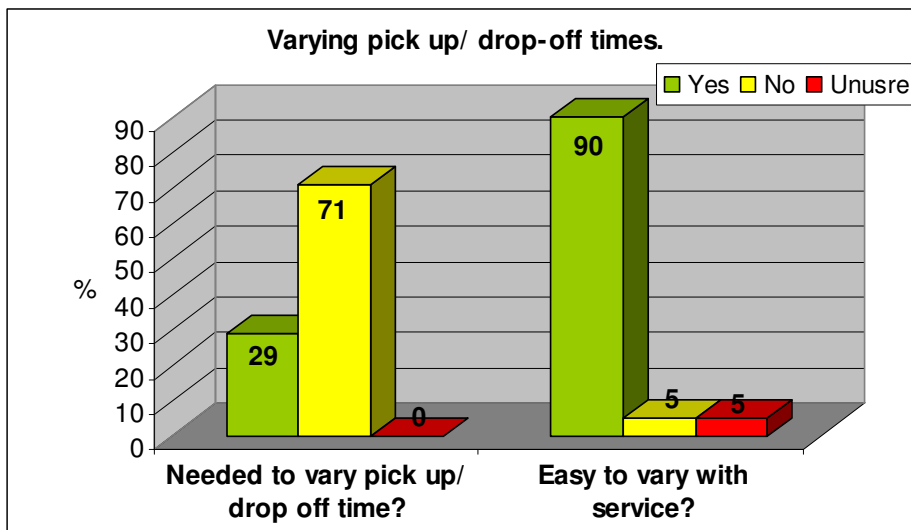


Figure 14

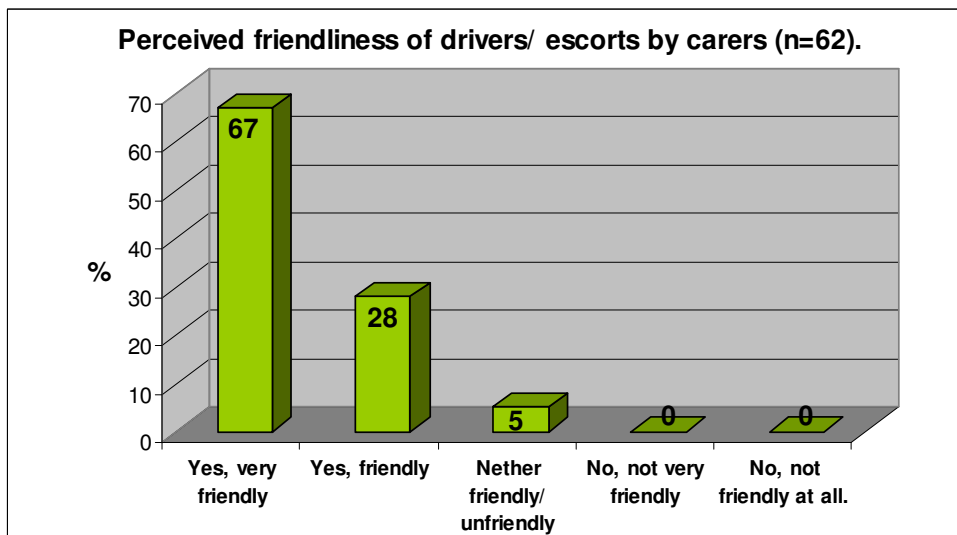


Figure 15

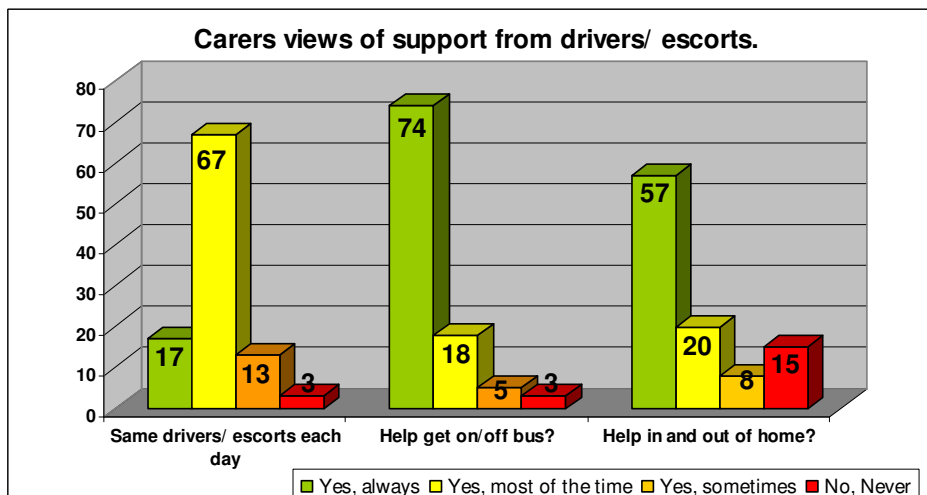


Figure 16

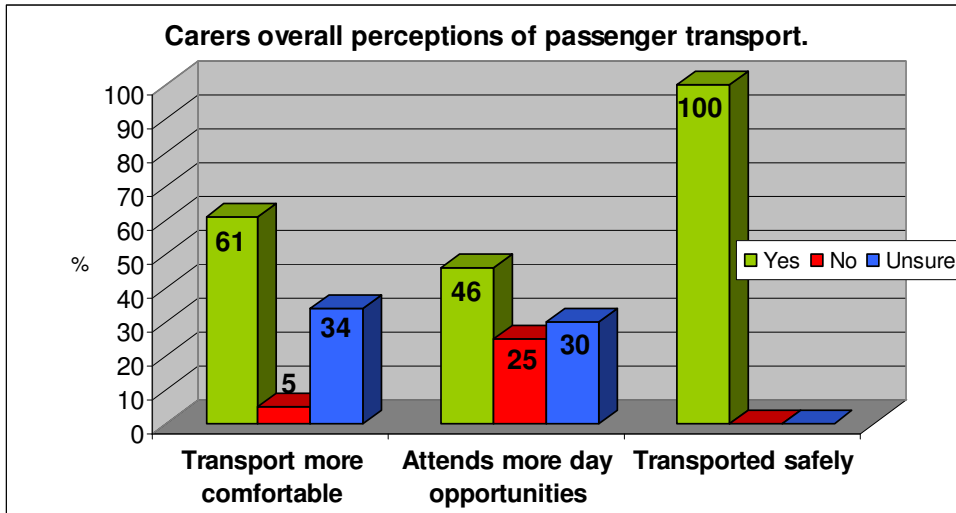


Figure 17

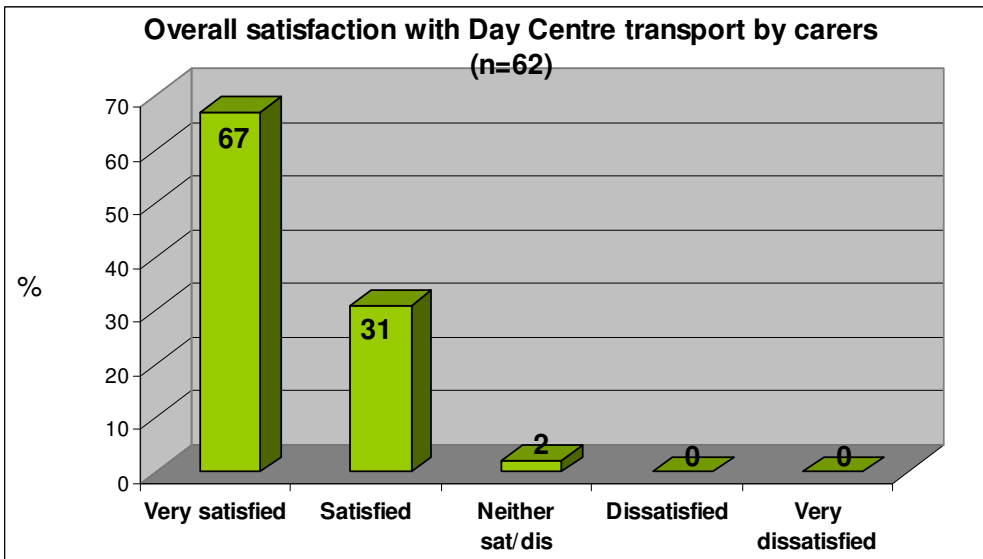


Figure 18

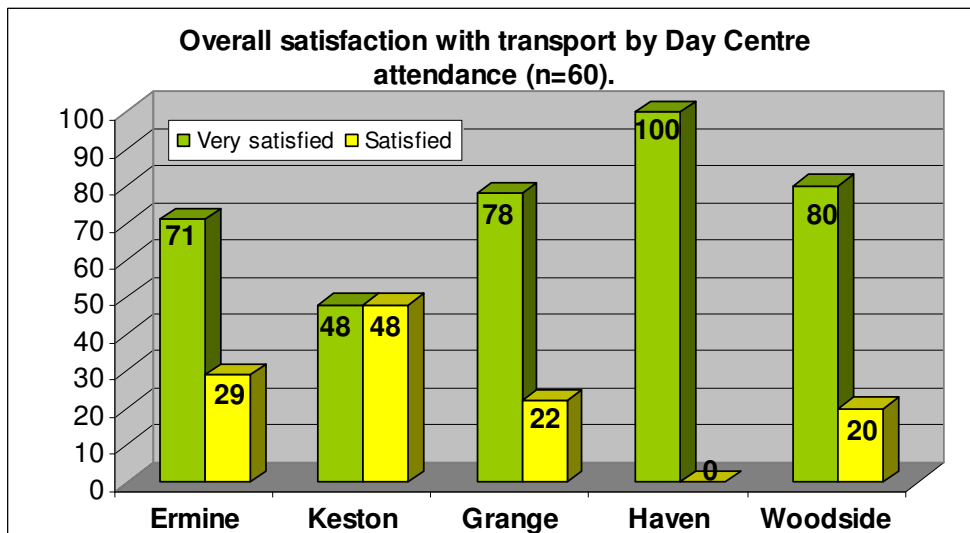


Figure 19

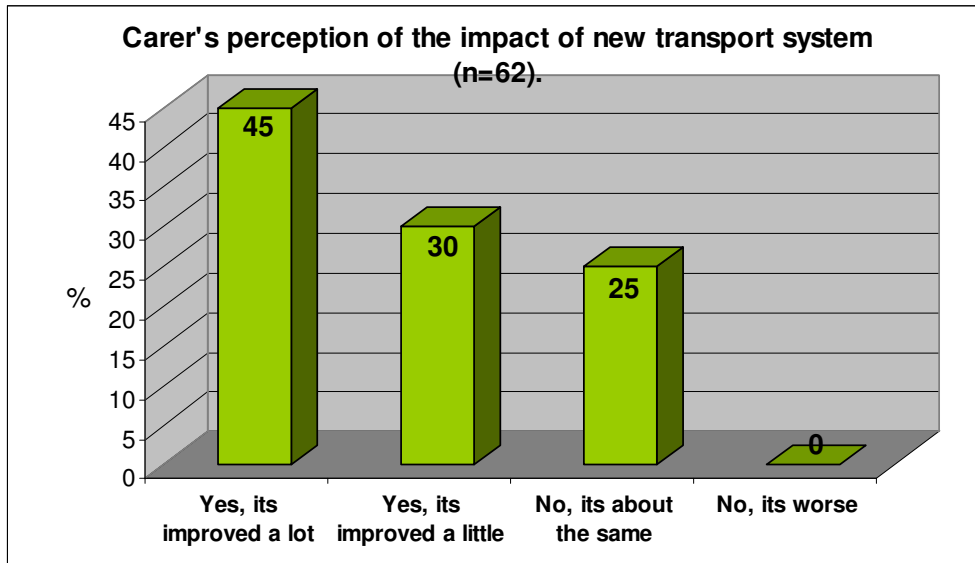
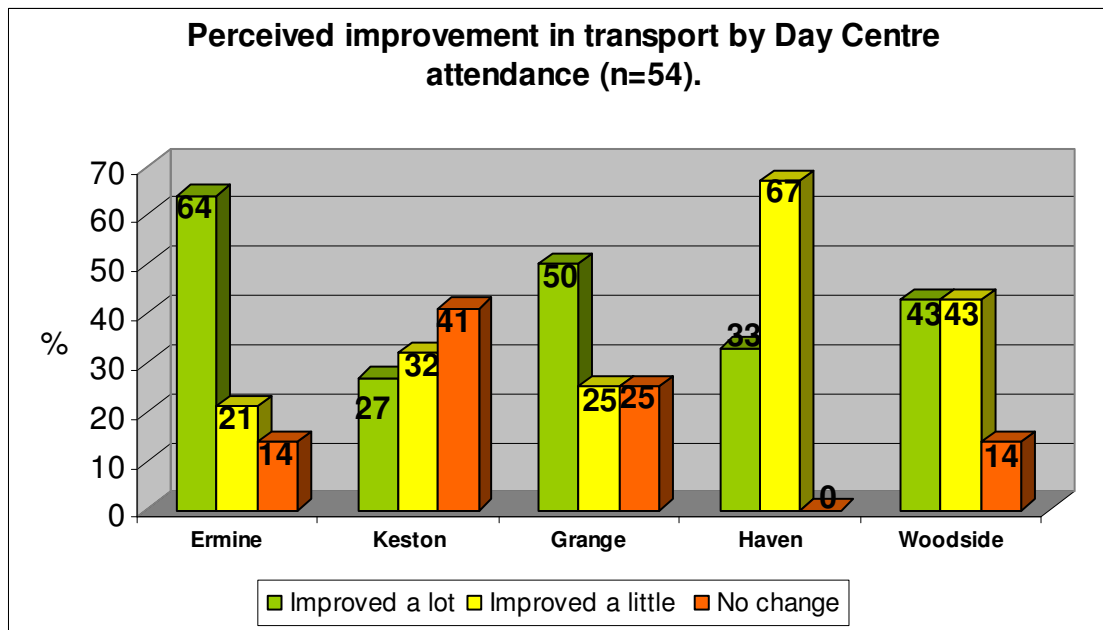


Figure 20





## **Part 3 – Staff Survey**

## 6. Responses to the staff survey

- 6.1 In total, 54 completed survey responses were received from staff working in the five day centres. 33 (61%) of staff responding to the survey were located in learning disabilities services and 21 (39%) located in older peoples services (Figure 21). Singularly, staff from Ermine Road (learning disability service) were the largest contributor to the survey, making up 37% of all respondents.
- 6.2 A broad range of staff groups were represented including driver/ support workers (making up 26% of all respondents), escort/support workers (24%), day centre support workers (20%) and managerial staff (14%) (Figure 21). Other support centre staff (i.e. key workers) made up the remainder of contributors to the survey (Figure 21).
- 6.3 Analysis of survey responses found that 91% of staff had been in post for one year or longer; indeed, almost one-half (48%) had worked at the day centre for over 6 years. In terms of eliciting staff perspectives of the new transport service, this was encouraging as almost all respondents were in a position to provide a comparative assessment with the centralised model of transport provision which service based transport replaced.

### Views of new vehicles and the needs of service users

- 6.4 Analysis of survey responses found that 70% of staff agreed that vehicles provided within the new transport system were better equipped to deal with the needs of service users (Figure 22). Furthermore, 77% of staff indicated that the new transport system was more comfortable for service users. These issues were verified in the written comments provided by respondents, where on the whole staff felt that the vehicles were more spacious and comfortable for service users:

*'[Its] better for wheelchair users with added safety and space. Some of our clients have big wheelchairs which can make it difficult to manoeuvre them, so there is a need for space on the bus.'* (Ermine)

*'Better seating and more space in the new buses compared to the old ones.'* (Woodside)

*'The buses have air conditioning and much more comfortable seats.'* (Keston)

- 6.5 Respondents did however note that a number of further improvements could be made to ensure that vehicles were better equipped to deal with the needs of service users. It was noted by staff working in older peoples services that there was limited room in the new vehicles for service users walking frames or other walking aids, though this was being rectified by providing additional equipment at the Centre:

*'Need more storage space for client's frames.'* (Haven)

*'Buses are new but still have storage problems.'* (Haven)

*'The buses are comfortable and new but they have storage difficulties – arrangements are being made to have 2<sup>nd</sup> mobility aids at the centre to stop the Centre from having to store these on the transport.'* (Haven)

6.6 In the service user survey, it was recorded that service users had anxieties about accessing some of the vehicles because of the height of the steps. This concern was also highlighted in the staff survey:

*'The step could be lower for the clients. I think the transport service could be improved for service users by making the step ladder closer to the bus so that it is easier for service users to climb on and off.'* (Grange)

*'The step is too steep and the door entrance too wide.'* (Grange)

6.7 A number of additional health and safety issues were also highlighted by staff in the survey which merit a mention within the report and which may guide services to make further assessments:

*'The van door when opened lets the rain in on the nearest client to the door. Also when the door opens and closes it can trap a client's hand.'* (Grange)

*'Some buses do not have first aid equipment.'* (Keston)

#### Staff views new driver/escort arrangements

6.8 Drivers and escorts are now universally employed by the day centre and not by the centralised transport service and provide additional support activities to service users throughout the day (such as additional driving or support within the day centre itself). As such, the driver/escort role is more integrated within the operation of the day centre. The staff survey sought to assess the impact of this change particularly in relation to the continuity of care of service users and improved communication with carers.

6.9 It would appear that the new transport system has facilitated the integration of drivers/ escorts in to the day to day operations of the day centre, where 86% of respondents agreed that the driver/escorts now felt part of the day centre team (Figure 23). Respondents from both learning disabilities and older peoples services concurred with the improvement that dual training had brought to the day centre:

*'It improves on teamwork.'* (Haven)

*'Helps to build better relationships between all staff groups.'* (Keston)

6.10 Furthermore, being embedded within the operations of the day centre, it was also apparent drivers/ escorts were more aware of individual health and social care needs of service users they were transporting and how best to respond to these when the need arose. Qualitatively, staff felt that this had helped to improve the level of care provided to service users whilst using transport services:

*'In addition, members of staff providing escort services are very informed and aware of each individuals care and support needs, their health conditions and well trained on decision making in case of an emergency.'* (Woodside)

*'Drivers/ escorts now know clients better as they work with them during the day as well.'* (Ermine)

6.11 Analysis of responses found that 77% of staff agreed that new transport arrangements had improved the continuity of care for service users (Figure 23). This was also verified in the qualitative responses to the survey:

*'They bring continuity for service users, better knowledge of their needs, likes, dislikes and wishes.'* (Haven)

*'The staff are consistent and the service users get used to the staff too.'* (Woodside)

*'We love the close working relationship with the driver it's an integral part of our continuity with clients.'* (Grange)

6.12 Over  $\frac{3}{4}$  of respondents (78%) indicated that, given the continuity of drivers/ escorts in the new passenger transport service, improved communication between carers and the staff at the day centre had resulted (Figure 23). Again, this was verified within the qualitative responses provided by staff at all day centres:

*'As the drivers/ escorts get to know service users family and teams and home staff makes for better communication.'* (Ermine)

*'Since members of staff who are allocated key workers provide escort services, it has improved communication between carers, families or scheme managers and others involved in the care of clients.'* (Woodside)

*'Messages get passed on regularly between parents and carers and those working on the transport service.'* (Keston)

*'We are more aware of service users needs and have better communication with parents and carers.'* (Haven)

6.13 Whilst staff were in broad agreement that the new transport arrangements may have benefited service users and carers, it was apparent that the implementation of service based transport was not universally perceived to be beneficial among other stakeholders, namely staff themselves. Analysis of qualitative comments provided by staff reveal that a number of workforce issues remain in developing the service based model of transport across learning disability day centres. Firstly, there appears to be some concern around the availability and nature of training providers to all drivers/ escorts:

*'Training for the escorts, like MIDAS is good, but there is a need for more training for some of the drivers, not all of them are professional (employing someone just because they have driving license is not good enough).'* (LD)

*'I've never had any training!!!'* (LD)

*'I have not seen the dual training happen for escorts.'* (LD)

6.14 Secondly, analysis of qualitative comments from staff would suggest that changes to the roles of escorts /drivers working from learning disabilities day centres have not been universally accepted, where outstanding concerns remain around the terms and conditions of the new role:

*'...I know that they should be paid substantially more as what they're actually doing is two jobs. The drivers who are not support workers and drivers should be paid for the extra hours they are working.'* (LD)

*'Driving more and more without pay and not in our job description, being expected to pay fines without earning extra to pay for them and also driving as a favour now without any limit to it.'* (LD)

*'Required to start work early and work on transport as well as support. I enjoy it but the changes and increased workload should be reflected in the pay – it is not fair on the drivers as they take on the responsibility of the driver but get paid the same as a support worker.'* (LD)

*'The buses are better equipped to deal with the needs of the service users but the drivers and escorts have been added extra workload of being drivers and escorts and not paid any extra – hence the low morale.'* (LD)

#### Staff views on the flexibility of new transport service

6.15 One of the key anticipated benefits of the service based model of transport provision at day centres was that locally managed vehicles would have more flexibility to respond to service users' needs. Analysis of quantitative data would appear to support the view, where 74% of respondents agreed that the new transport system is more flexible to meet the needs of service use (Figure 24).

6.16 Analysis of qualitative comments would suggest that the day centres have benefited from the additional flexibility of the transport service in two ways. Firstly, the new transport system would appear to be more flexible in picking up and dropping off service users from home:

*'The Centre is in a position to be more flexible and we can return to collect [a service user] if for one reason or another they are not ready.'* (Haven)

*'There is no problem calling back for service users if they are not ready or have an appointment and needs to be picked up at different time or carers need to be somewhere.'* (Keston)

6.17 Secondly, as vehicles are located and managed from respective day centres, there is greater flexibility in accessing transport during the day; this means that that service users have access to a wider range of community facilities. Similarly, as the management of vehicles is local, there are fewer restrictions on the times they are available for service users which extend the time and opportunities for which they can be used:

*'With trips outings and other community events yes. There is more variety in the events that service users can attend as they can return to the centre at any time.'* (Ermine)

*'There is more chance for service users to experience the community. Service users can relax having more time on their hands.'* (Ermine)

*'The transport now being managed by the day centre has undoubtedly increased flexibility of the service i.e. in arranging outings for service users in a more relaxed manner and more time to enjoy their trips.'* (Woodside)

*'As the bus is based at the Chestnuts throughout the day it enables us to give the service users good support in case of emergencies or people choosing to go home.'* (Keston)

#### Staff perceptions on passenger journey time

6.18 Quantitative data would seem to suggest that staff were ambivalent about the impact that the new transport system had had upon passenger journey times (the duration of service user journeys to and from the day centre). Here only 52% of

respondents agreed that journey times had improved for service users, the remainder being unsure (30%) or actually disagreeing (18%) (Figure 24).

- 6.19 Under previous transport arrangements, large buses were used in some services to ferry service users to and from the day centre which inevitably meant that journey times could be of considerable duration. Therefore the procurement of more numerous but smaller buses (under new transport arrangements) has had an impact in reducing passenger journey times in some services. For vulnerable service users, a shorter passenger journey was perceived to be very beneficial:

*'It is shorter journeys as the buses are smaller, we used to have one big bus now we have two smaller ones.'* (Keston)

*'Shorter and more flexible routes with less clients on the bus.'* (Ermine)

*'Less number of service users on the bus means there are shorter routes and less time that service users have to spend on the bus in the mornings and evenings which is less stressful for them.'* (Ermine)

- 6.20 As was revealed from the survey data, not all staff were of the opinion that the new transport system had had a positive impact upon journey times. From the comments provided by staff, it was evident that journey times were beset with delays relating to other local factors over which they little control, such as traffic congestion or the readiness of passengers:

*'Due to traffic I am not so sure.'* (Ermine)

*'...it depends on the weather, road conditions and the other service users.'* (Grange)

*'I believe the length of journeys are affected by many different factors such as road works, road closures and the weather.'*(Woodside)

- 6.21 Staff acknowledged that for some service users, their journey time to and from the centre remained unacceptably long and day centres were attempting to reduce this. From the written comments provided by staff, it may be that additional support in route planning may bring about a decrease in passenger journey time and more effective use of vehicles:

*'No, no [improvement] really... some service users live in the same place but yet go on different buses – it doesn't make sense to me.'* (LD)

*'I don't understand how the routes are worked out as clients who live in the same area are driven home in separate buses.'* (OP)

#### Staff views on improved access to community activities

- 6.22 Proportionally more staff were in agreement that the new system of localised transport had improved service users access to community activities outside the day centre. Here, 93% of staff were in agreement that service based transport had improved day opportunities for service users at day centres (Figure 24). This was verified in the analysis of qualitative comments provided by staff responding to the survey:

*'It is wonderful to have this minibus as its gives service users more choice to use other facilities during the day like for day trips, museums or for sport.'* (Ermine)

*'In a way it is flexible as the bus is there whenever we need it. Buses are at our disposal during the day and small groups can go out more frequently.'* (Ermine)

*'Having centre based transport allows us to a lot more trips out which clients have really enjoyed. By having [our] own driver allows us to stay out longer and we are not tied down by time.'* (Woodside)

*'There is more flexibility throughout the day for service users and are able to visit more community based activities.'* (Keston)

- 6.23 Qualitative comments provided by staff would suggest that the new locally managed transport system has been instrumental in developing new opportunities and extending the range of experiences for service users. This has evidently been well received by service users, which is reaffirming for those staff working to support them:

*'We had a summer programme for the first time and it was successful. There were trips every day for small groups.'* (Ermine)

*'Not having to return at a set time [means that] service users have a different range of experiences.'* (Ermine)

*'The new transport system has created better opportunities for service users for outings and staff [are] encouraged and feel positive about the feedback that they get from the service users.'* (Woodside)

- 6.24 It should be noted however, that opportunities for service users to access community and mainstream activities are still restricted by the availability of staff at day centres:

*'The staffing levels in the service frequently restrict outings in the minibus to the community.'* (Ermine)

#### Staff overall perceptions of transport provision

- 6.25 The survey sought to assess whether staff felt that the new locally managed system of transport had brought about an improvement in transport provision and whether this had improved the support and service provided to service users. 88% of staff felt that service based transport had brought an improvement in transport provision; 68% indicated that it had brought a lot of improvement and 20% indicated that it had improved a little (Figure 25).
- 6.26 The perceived improvement that service based transport has brought to day centres would appear to be fairly consistent, with between 79%-100% of respondents indicating that the new transport system has precipitated some improvement in transport provision in each day centre (Figure 26). Qualitatively, there was evidence to suggest that staff throughout the day centres felt that service based transport has brought improvements to the transport service:
- 'I believe transport services have improved significantly since we have had new buses.'* (Woodside)
- 'Overall I have seen lots of improvement in the transport service.'* (Keston)
- 6.27 The survey also found that the majority of staff felt that the development of service based transport had helped to improve the support that they were able to provide

to service users. Here, 89% of respondents indicated that the nature and level of support that they were able to provide to service users had improved through the development of the transport service; where 64% indicated that the level of support provided to service users had improved a lot (Figure 25).

#### Suggested improvements in transport provision

- 6.28 Analysis of qualitative responses identified a number of possible developments which could further improve the transport service for day centre service users. Firstly, staff across the day centres suggested that there needed to be a larger pool of qualified drivers/escorts so that adequate cover could be provided for annual leave, or indeed for emergency situations:

*'I feel that the present service is quite effective the only drawback is that we need more drivers and escorts to deal with emergencies.'* (Ermine)

*'More drivers and more escorts to cover sick and AL sometimes service users are waiting at home in the morning until 10am.'* (Ermine)

*'[Need] to get more support workers / drivers in the service.'* (Keston)

- 6.29 Qualitative analysis would also appear to suggest that the development of service based transport has neither been universally accepted among staff or has been an unmitigated success. With service based transport, staff have evidently had to take on new roles and responsibilities, though some staff evidently feel that this work is not recognised or not compensated for. In addition, some staff feel that new transport duties detracted from the support that they provided for service users:

*'Support workers miss the both the start and the end of the day at the day centre, often involving team/ staff meetings and strategic work which is bad. (LD)*

*'...we spend the majority of the day doing transportation... since it's been [service based] transport it's been a waste as a lot of time is now wasted on transport rather than the client. (LD)*

- 6.30 With transport now being managed and coordinated locally, it was evident that the development of service based transport has had a considerable impact on the nature of work undertaken by many staff at the day centres. In particularly large day centres, there may be many vehicles in operation throughout the day, transporting service users to and from their home or to community activities during the day. This inevitably takes considerable coordination at each day centre, which in the views of some staff, would benefit from additional support

*'They should appoint a person to oversee day to day transport issues – it can get very confusing trying to find out who you need to see regarding any matter arising.'* (LD)



Figure 21

<b>Location of work:</b>	
Ermine Road	37%
Keston Road	24%
The Grange	11%
The Haven	17%
Woodside Day Centre	11%
<b>Duration of work:</b>	
< 1 year	9%
1-3 years	26%
4-6 years	17%
> 6 years	48%
<b>Nature of work:</b>	
Driver/ support worker	26%
Escort/ support worker	24%
Day Centre Support Worker	20%
Managerial	14%
Other	18%

Figure 22

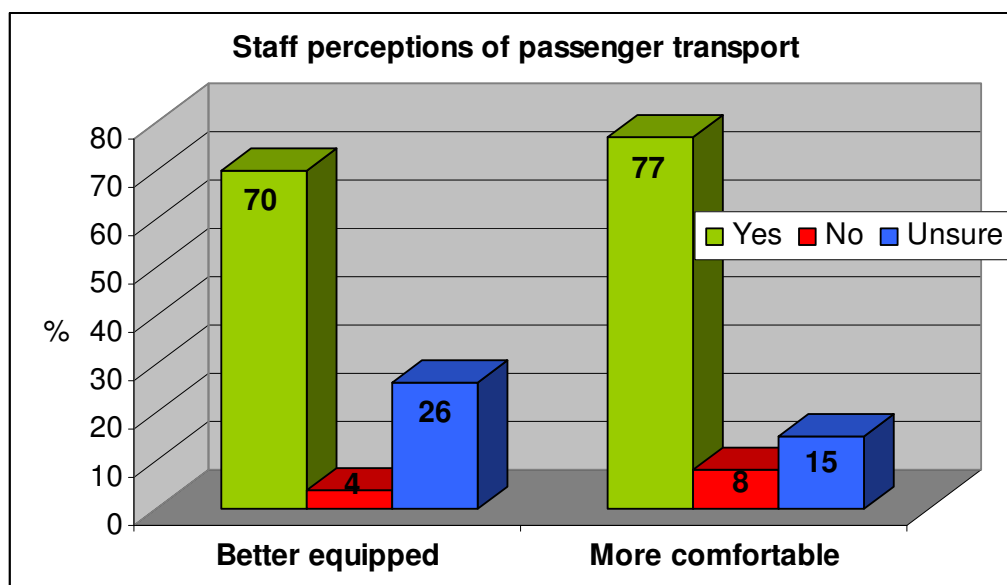


Figure 23

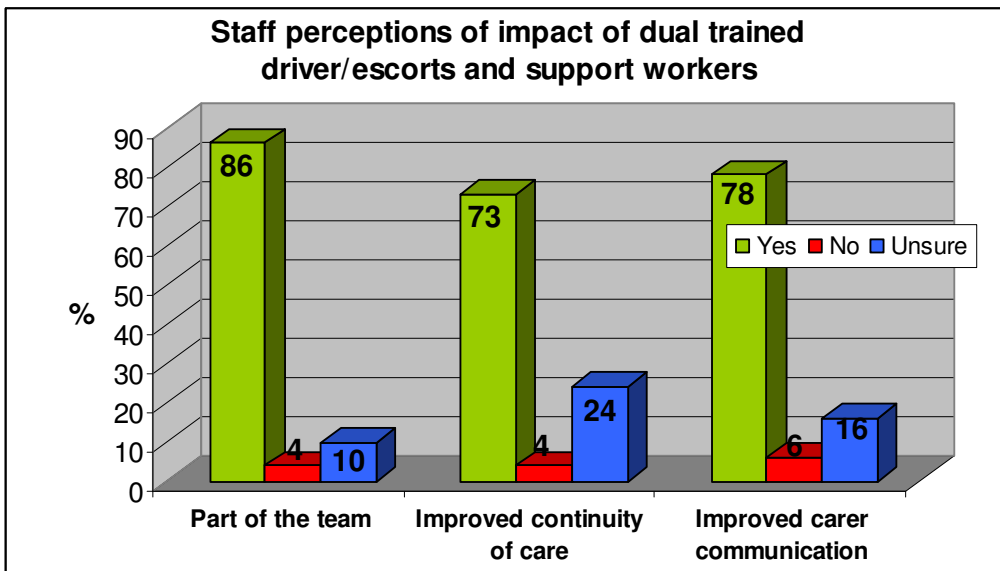


Figure 24

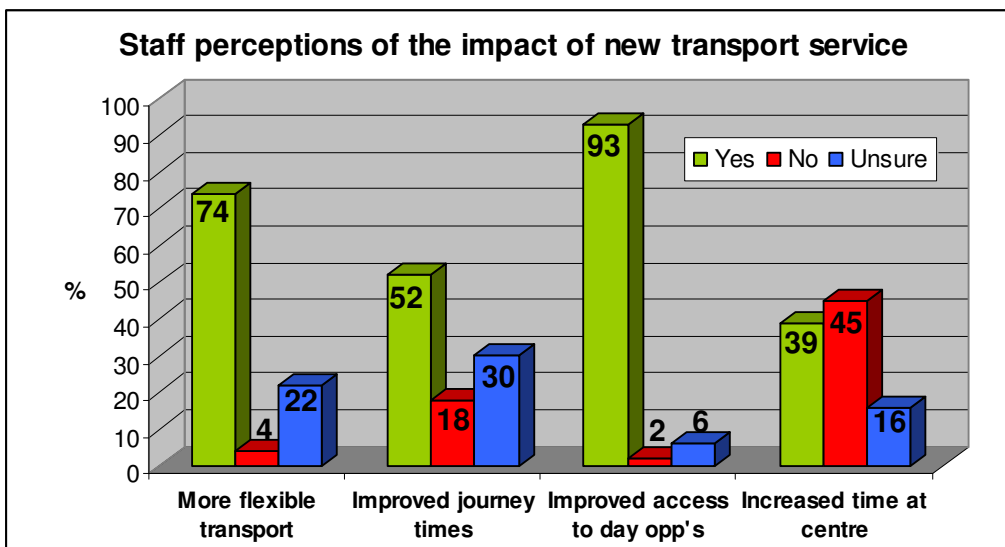


Figure 25

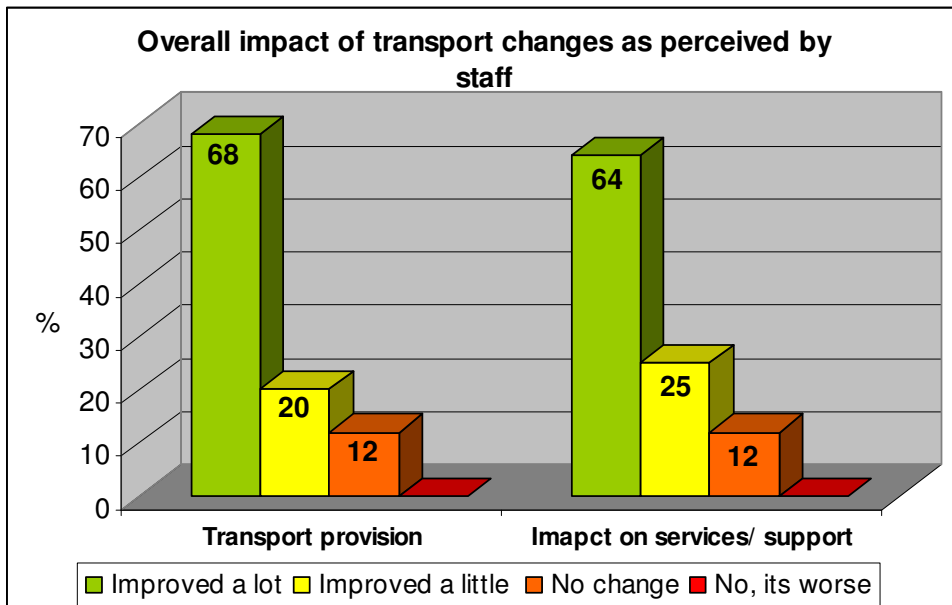
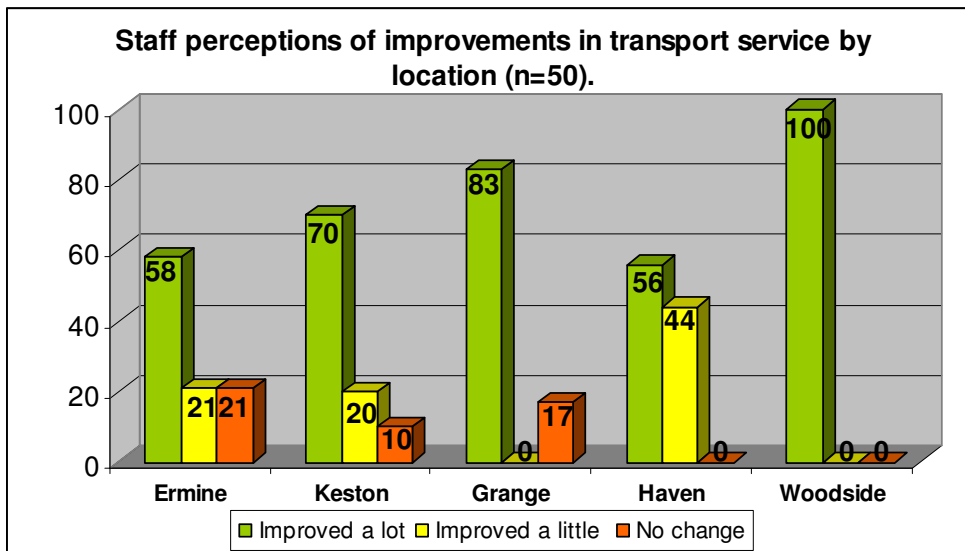


Figure 26



## **Part 4 – Summary of Key Findings**

- 7.1 This final section aims to bring together data analysis from the three individual surveys with key stakeholders. Clearly there is a wealth of information in the previous sections from this report, so this section is an attempt to bring out the key messages from the service evaluation.
- 7.2 Firstly and most importantly, it is clear that there is a high level of service satisfaction with the new locally managed transport service among both service users and their carers:
- 95% of service users indicated that the transport service was good
  - 98% of carers were very satisfied/ satisfied with the transport service to and from day centres.
- 7.3 In the context of the scrutiny review, it is important to record that there is evidence to suggest that transport services have improved as a result of developing a more locally managed system of transport:
- 75% of carers indicated that transport services have improved (45% indicating its improved a lot)
  - 88% of staff indicated that transport services have improved (68% indicating its improved a lot)
  - 89% of staff indicated that transport service have helped to improve services and support to service users.
- 7.4 Safety and reliability are paramount importance to carers in assessing the transportation services. It is therefore important to record that both qualitatively and quantitatively, carers indicated that they were reassured by nature and level of care provided through the transport service:
- 100% of carers indicated that the person they care for is transported safely to and from the day centre.
- 7.5 The punctuality of the transport service overall was recorded to be good across the services and by all stakeholders: 90% of carers and 82% of service users indicated that the bus turns up at the right time. There was however a small but significant minority of stakeholders who felt this aspect of the service could be improved further:
- Ensure that services provide a clear drop-off pick up times to carers
- 7.6 Similarly, journey times overall were felt to be good: 89% of service users indicated that these were good and 73% of carers felt that the duration of the journey was about right. It was acknowledged for a small minority of service users however, that journey times were unacceptably long. Traffic and congestion clearly influence journey times of service users to and from the day centre as too does the planning of individual routes that vehicles take each day. There is some evidence to indicate that journey times could be improved through better route planning.
- 7.7 Drivers and escorts are broadly perceived to be both friendly and helpful, indeed, there is evidence to suggest that this is integral to overall satisfaction with the service. Overall, 98% of service users and 95% of carers indicated that drivers/ escorts were friendly. Critically, it would appear that the new system of locally managed transport has delivered consistency in the drivers and escorts, which has been instrumental in achieving a range of service improvements:
- To develop stronger relationships with service users and carers

- To improve communication between carers and day centre
  - Drivers/ escorts to become familiar with the needs of service users and how best to respond to these.
- 7.8 One of the key objectives of the new transport service was that it provides a transport service which is more flexible to respond to the needs of service users. Within the staff survey, 74% confirmed that the new transport was more flexible which was instrumental in increasing service user's access to further day opportunities: 93% of staff indicated that access to day opportunities had increased as a result of new transport system. Other advantages of flexible transport system:
- Improved access to transport for emergency situations
  - Able to be more flexible in pick-up/ drop-off arrangements
- 7.9 The carer's survey highlighted that most had not needed to vary the pick-up or drop-off time for service users, though almost all felt that the system was flexible and responsive to their needs if these were required to change. Qualitatively a small number of carers indicated that improved access and flexibility of transport services would:
- Help those carers that work
  - Improve access to the transport service itself
- 7.10 The staff survey has clearly highlighted that the implementation of the new transport system has not been unproblematic, particularly within the learning difficulties service where a number of staffing issues remain:
- Dual training of drivers / escorts not fully implemented
  - Service terms and conditions are not fully accepted by staff
  - There are elements of staff disaffection / low morale
  - Need for a larger pool of drivers for emergency cover
  - Preoccupation with transport issues over service user issues
- 7.11 Analysis of service evaluation data demonstrates that, comparatively, satisfaction with transport services at Keston Road Learning Disability Centre is consistently lower than that recorded at other day centres.
- 67% of service users indicated that bus turns up at right time (average 82%)
  - 71% of service users indicated that journey time was ok (average 89%)
  - 39% of carers indicated that journey times were too long (average 25%)
  - 59% of carers felt that service improved (average 75%)
- 7.12 New vehicles have improved the convenience and comfort of transport to service users. Furthermore, there is some evidence to indicate that improved specifications of vehicles have improved the accessibility of day centre services for some service users. Future procurement however may wish to consider additional health and safety issues highlighted in the evaluations:
- Sliding doors
  - Step accessibility