Haringey Council

Scrutiny Review of Day Centre Transport (Adult Social Care)

www.haringey.gov.uk

A REVIEW BY THE OVERVIEW AND SCRUTINY COMMITTEE

March 2009

DRAFT REPORT

Foreword

Gideon Bull

Chair Overview & Scrutiny Committee

For further information:

Martin Bradford
Research Officer
Overview & Scrutiny
7th Floor River Park House
High Road
Wood Green N22 4HQ
Tel: 020 8489 6950
Email: martin.bradford@haringey.gov.uk

DRAFT REPORT

CONTENTS

Page

1. Executive Summary
2. Recommendations
3. Introduction
4. Background
5. Aims of the review
6. Methods used for the review
7. Key findings from the review

Appendix A – Consultation Report

Appendix B – Research Governance Application

DRAFT REPORT

1. Executive Summary

1.1

1.2

1.3

1.4

1.5

1.6

1.7

1.8

1.9

1.10

1.11

DRAFT REPORT

2. Recommendations

2.1 That Overview & Scrutiny Committee conduct an initial scoping to assess the benefit of conducting a full scrutiny review of:

- capacity, appropriateness and integration of community transport services (door to door) in Haringey
- patient transport for health services in Haringey.

2.2 Haringey Council should consider developing a local community transport strategy to:

- maximise council resources
- provide a consistent level of service quality for passengers
- ensure coordination of local services
- help integrate local and pan London transport services

2.3 Adult Social Care should ensure that all X tier managers are aware the Councils Project Management Framework to ensure that all future projects are compliant , particularly in respect of

- full appraisal of relevant service options
- full assessment of potential project risks
- identification of clear business case to proceed
- clear milestones and change management plan

2.4 Adult Social Care should aim to develop appropriate monitoring data to support the operation passenger transport services. Data monitoring should relate to a small number of key performance indicators (e.g. council priorities, service objectives or passenger services standards) and should be accompanied by appropriate systems to ensure that such data is collated, analysed and informs the operation of the transport service.

2.5 Using activity and financial monitoring data, Adult Social Care should develop a process which supports the benchmarking of transport provision for day centres. This data should help to develop an assessment of the comparative performance of the transport service with other transport models/ services.

2.6 That Adult Social Care should establish service standards for journey times (i.e. max 1 hour) and service punctuality (i.e. within 30 minutes of specified time) for service users and their carers. These standards, and the service's performance against these standards, should be clearly communicated to service users and carers.

2.7 That Adult Social Care service should invest in occasional/ periodic specialist advice to support more effective planning, development and operation of day centre passenger transport services.

2.8 Adult Social Care should ensure that dual training of staff is fully implemented across the day centres to ensure that there is an adequate pool of drivers and escorts to support to operation of service based transport.

DRAFT REPORT

2.9 That Day Centre Managers, or those that plan transport routes, attend passenger transport training (specifics details) to ensure that passenger routes effectively and efficiently.

2.10 That Adult Social Care continues to utilise survey tools developed within the review to periodically asses service user and carer satisfaction with transport services.

3. Introduction

3.1 In April 2007, responsibility for the planning and provision of passenger transport services within adult social care was devolved from a centralised service to individual provider services (Learning Disabilities and Older Peoples Day 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.

3.2 The introduction of service based transport at local day care centres would appear to conform to the national personalisation agenda which aims to improve the choice and control that service users have over the care that they receive. The following provides a brief overview of the legislative and policy context for the development of locally managed passenger transport systems.

National and local policy background

3.3 Recent legislative and policy changes have precipitated far reaching changes in the way that adult social care services are provided. In simple terms, these developments represent a departure from the traditional model of care where 'one size fits all' and services are 'building based'. Adult social care services are now more personalised, where services are tailored to meet the needs of individuals and where there is far greater choice in how and where services are received.

3.4 There are a number of significant policy developments which provide the national backdrop to this review and the development of locally managed passenger transport services in adult social care in Haringey.

3.5 *Valuing People (2001) and Valuing People Now (2007):* Valuing People is the government's plan for making the lives of people with learning disabilities, their families and carers better. The Council and Haringey Teaching Primary Care Trust agreed a local response (*Different Days)'* to enable people with learning disabilities to lead full and purposeful lives within the wider community and to develop a range of friendships, activities and relationships. This planned to help people with learning disabilities to do more interesting things in their lives: to get a job, go to college, do voluntary work or take up new hobbies.

[1] Physical Disabilities and Residential Day Care had their own transport arrangements prior to this decision.

DRAFT REPORT

3.6 *National Service Framework for Older People (2001):* This stressed the need to promote the health and independence of older people and to ensure that services were shaped around their individual needs. The Councils response *'Experience Counts'* was a strategy for improving the quality of life for all older people and included a priority to develop transport provision to ensure older people can get out and about in the community.

3.7 *Our Health Our Care Our Say (2006):* This White Paper provided a strategy to help maintain individual independence through the development of individualised and person centred services. In response, the Council has worked with health and voluntary sector partners to develop the local Well-being Strategic Framework (2007-2010) which aimed to improved health and emotional well-being, improved quality of life, increased choice and control and maintain personal dignity and respect.

3.8 *Local Strategic Frameworks:* The Local Strategic Partnership has agreed a number of local strategies which have been key drivers in the development of locally managed transport. These include the Sustainable Community Strategy, the Wellbeing Strategic Framework and Greenest Borough Strategy. These strategies aim to ensure the development of individualised services which are sustainable and have a reduced environmental impact.

3.9 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 that 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.

4. Background - the development of service based transport in Haringey

4.1 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 with mobility problems. In this context, Local Authorities provide a range of transport services to enable vulnerable people to access education, welfare or other support services.

Joint Transport Planning Unit (JTPU)

DRAFT REPORT

4.2 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. On internally provided routes, drivers and escorts were also directly 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.

4.3 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 though the JTPU in 2005/6 was as follows: SEN 76%, Social Services 19%, School Swimming 2%, School Catering 2% and Council post 1%.

4.4 In 2005/6, the overall cost of transport services provided through the JTPU was £4.73m. Individual component services (i.e. SEN, Social Care) are recharged the cost of transport services based on their proportionate usage of the transport services. In 2005/6 the recharge cost of passenger transport for adult social services (the subject of this review) was £952k.

Development of Service Based Transport

4.5 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

4.6 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.

4.7 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 day 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 health and safety and other statutory regulations

DRAFT REPORT

4.8 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.

4.9 The move from centralised to service based transport provision was anticipated to have a number of inherent advantages which would maximise day opportunities for service users, improve service delivery and enhance the level of care and support available to service users. 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.

4.10 In 2005/6, it was therefore decided that Learning Disabilities and Older Peoples Day Care would opt out of centralised transport service provision within the JTPU. This decision became effective in April 2007. Special Educational Needs transport provision continued to be provided through the JTPU.

5. Aims of the review

5.1 As service based transport had been in operation for over 1 year, it was felt that this had provided sufficient time for this model of passenger transport to establish itself within adult social care services and among service users. It was therefore felt that this was also an appropriate juncture at which to evaluate the impact of this new development.

5.2 Prior to this scrutiny review, no formal evaluation of the development of service based transport within adult social care had been undertaken. Thus the scrutiny review focused on assessing the operational effectiveness of devolved transport provision and whether the anticipated benefits (in 4.11) of the reconfiguration of passenger transport services had been realised.

5.3 The review also assessed 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.

DRAFT REPORT

5.4 Specifically the review sought to:

- ascertain whether the development of service based transport in adult social care has met its intended aims (as set out in section 4.11)
- 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)
- identify and assess good practice from service based transport which may inform the development of passenger transport services elsewhere in the borough
- 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.

6. Review methods

Panel Meetings

6.1 The review incorporated a range of investigative methods to ensure that Members had access to the necessary evidence to assist them in their assessment of service based transport and achieve the review objectives set out in 5. A series (n=5) of Panel meetings were held to approve the aims of the review, receive oral and written evidence, oversee project progression and formulate recommendations.

6.2 At these Panel meetings, Members heard evidence from a number of stakeholders in the development of service based transport which included;

- Assistant Director of Adult Social Care
- Manager of Older People Day Care Services
- Head of Day Opportunities
- Managers of respective day centres at which service based transport has been developed
- Head of Commissioning (JTPU)
- Service Users
- Carers
- Day Centre staff (including drivers and escorts).

6.3 A specially convened Panel meeting was held at the Winkfield Road Resource Centre (N22) to facilitate the participation of service users, their carers and staff who work across day centre sites in the review process. The meeting provided an opportunity for representatives to meet the Panel and to describe the impact that the development of service based transport has had upon services and the clients that use them. In total, 45 people attended this meeting.

Assessment of internal data

6.4 A range of written information was requested by the Panel to assist them in their assessment of service based transport. A number of reports were submitted by Adult Social Care which provided a range of financial,

DRAFT REPORT

operational and evaluative data to assist the deliberations of the Panel. The Panel also specifically requested a number of additional reports and briefings which included:

- Transport budgets for both learning disability and older peoples services
- Transport dairy detailing the utilisation of fleet vehicles over a 2 week period
- Additional briefings on the financial recharge process and the provision of Special Educational Needs transport

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

Consultation with Staff, Carers and Service Users

6.6 In addition to attending Panel meetings, service users, carers and staff were also able to contribute to the review through a planned consultation process. The administration of three separate consultation surveys enabled broader range service users, carers and staff to be involved in the review and an opportunity to describe their views on the development of service based transport at respective day centres.

6.7 Given the vulnerability of adult social care service users and the requirements of Research Governance procedures (**see 6.13**) considerable care was undertaken in developing an appropriate process through which to consult day care centre service users. The need to minimise any personal intrusion and to ensure that the planned consultation process was accessible were of paramount importance. Thus specialist advice and guidance was sought (from respective managers and a speech and language therapist) in the development and administration of the consultation survey with service users.

6.8 Given the prospective numbers of respondents and their relative accessibility a quantitative approach was felt to be the most appropriate method through which to consult carers. The survey was developed in consultation with service managers and sought to elicit a range of data concerning the impact of service based transport. The carers consultation was anonymous and distributed via post along with a reply paid envelope.

6.9 A survey was also felt to be the most appropriate mechanism to consult with staff about the impact that service based transport had at day centres. The survey was designed in consultation with service managers and sought to ascertain a range of data concerning the implementation of service based transport across the day centres. The final survey was anonymous and distributed to staff along with a reply paid envelope.

6.10 All returned consultation surveys were coded and analysed using SPSSX statistical software. A more detailed description of the consultation methods together with a full analysis of the data from these surveys is contained in Appendix A.

DRAFT REPORT

Service Visits

6.11 A number of visits to day centres were organised for the Panel as part of the review process. The visits enabled the Panel to tour of the day centre, meet service users and staff and to experience first hand a transport run at each day centre site. The visits were intended to provide a practical insight in to the transport needs of service users, the operation of transport services and the effectiveness of the newly developed service based transport.

6.12 In total, the Panel undertook three visits to learning disability and older people day care centres during the course of the review:

- Ermine Road Day Centre (Learning Disability)
- Keston Road Day Centre (Learning Disability)
- The Grange (Older People)

Research Governance

6.13 As of April 2008, all research and consultation processes undertaken within Adult Social Care are requited to be approved by local Research Governance Panels. The service evaluation methods outlined above were risk assessed and ameliorating actions were identified and implemented. The consultation processes were approved by the Research Governance Panel on 26th September 2008. The full research governance application is contained in Appendix B.

Key findings from the review

Community Transport

7.1 Members were keen to understand how this review related to broader community transport issues such as the operation of Taxi-Card and Dial-a-Ride and the recent establishment of Haringey Community Transport. A number of service users who gave evidence to the Panel indicated that they had previously used Dial-a-Ride to access day centres but this service had proved too unreliable to be access the day centres.

7.2 The Panel heard evidence from both service users and service managers concerning the provision of Dial-a-Ride services in Haringey. The Panel was concerned that this service was not operating effectively, in particular the difficulties in booking this services, the lack of flexibility in making reservations (i.e. not more than 24 hours in advance) and the lack of capacity in the system. The Panel were strongly of the opinion that the operational difficulties of Dial-a-Ride represented a considerable problem for older and vulnerable people living in Haringey. This should warrant further investigation by the Overview & Scrutiny Service.

7.3 The Panel noted that the Greater London Assembly had recently initiated a London wide review of door to door transport services and had presented evidence to Transport for London (TfL) in anticipation of securing improvements to the London wide Dial-a-Ride service. Service developments and modifications in the Dial-a-Ride service will need to be acknowledged in

DRAFT REPORT

local community transport plans and services. Details of any service changes to Dial-a-Ride are not expected before June 2009.

7.4 In assessing evidence presented from service users and from service managers, the Panel noted that the additional flexibility in the new transport system had enabled vehicles to be used to support service users in wide range of activities; including visits to local health services. Whilst the Panel would not want to discourage this practice, it was felt that the degree to which transport is being used to support health service visits should be monitored (especially given the recent tightening of hospital transport eligibility criteria).

Recommendation 1:
That Overview & Scrutiny Committee conduct an initial scoping to assess the benefit of conducting a full scrutiny review of:

- Capacity, appropriateness and integration of community transport services (door to door) in Haringey
- Patient transport for health services in Haringey.

7.5 Evidence was received by the Panel which highlighted the range of activities that day centre service users were now able to enjoy subsequent to the development of service based transport across day centres in Haringey. Whilst the Panel was satisfied that vehicles were being used to full effect during the day it remained unclear if full utility of the vehicles was being obtained in the evenings and at weekends. To this end, the Panel noted that the full potential of service based transport, particularly in relation to its integration with wider community transport services, has yet to be full explored.

7.6 The Panel was of the view that accessible community transport is of critical importance to older and vulnerable people living in the community as it provides a vital link to support services that they may need. In this context, the Panel felt that it was important to maximise the use of council provided transport services and ensure that this is integrated with other community transport services available in the borough.

Recommendation 2
Haringey Council should consider developing a local community transport strategy to:

- maximise council resources
- provide a consistent level of service quality for passengers
- ensure coordination of local services
- help integrate local and pan London transport services

Project Management

7.7 Original documentation, outlining the case for the development of service based transport, was presented to the Panel during the review. The Panel was concerned at the lack of clarity and detail in this report, which by itself, should not have been used to justify or support a service development of this magnitude and scale.

7.8 Specifically, the Panel noted that there were a number of significant shortcomings to original project documentation setting out the case for the development of service based transport. These shortcomings can be summarised as thus:

- Insufficient financial data
- Insufficient service activity data
- No baseline data to assess future service improvements
- Project description only related to the Learning Disability Service (no case made for older peoples services)
- No details as to how the service would assess the future success of service based transport.

7.9 Whilst the Council has an established Project Management process to support developments such as service based transport, it was apparent to the Panel that this standard guidance was not followed in this instance. The Panel wished to emphasise the critical importance of adhering to Project Management procedures to ensure that there is a clear business case for planned service developments.

Recommendation 3

Adult Social Care should ensure that all X tier managers are aware the Councils Project Management Framework and ensure that future projects are compliant, particularly in respect of:

- full appraisal of relevant service options
- full assessment of potential project risks
- identification of clear business case to proceed
- clear milestones and change management plan

Monitoring data

7.10 The Panel noted that shortcomings in original project planning have contributed to the failure of the service to provide adequate monitoring and evaluation data throughout the review. The Panel felt that a tighter initial project initiation process would have helped the service to develop appropriate systems to record transport service activity, monitor service performance and assess how successful this development has been.

7.11 The Panel noted that the absence of monitoring data (e.g. transport activity, purpose of passenger journeys) represented a serious shortcoming for without it the Panel was unable to fully assess the nature of service based transport or the impact this had upon day care centre services. In particular, the service found it difficult to substantiate how the new model of passenger transport had improved day opportunities for service users, despite this being a key service objective.

7.12 To facilitate the process of data collection, the Panel suggested that the service maintain a transport diary over a two week period. It was anticipated that this process would help the service to identify which data would be most useful and practical to collect to support the operation (and further development) of the new transport system. The Panel noted that this process

DRAFT REPORT

had been trialled in both Learning Disability and Older Peoples Services and both services were in the process of developing data monitoring procedures.

7.13 During the course of the review, the Panel was keen to emphasise that it did not want the service to collect data unnecessarily nor place any data requirement on the service that was over burdensome. The Panel therefore emphasised that it was important that the service fully assess what data is essential for the effective operation of the transport service and establish appropriate systems through which to collect this.

Recommendation 4
Adult Social Care should aim to develop appropriate monitoring data to support the operation passenger transport services. Data monitoring should relate to a small number of key performance indicators (e.g. council priorities, service objectives or passenger services standards) and should be accompanied by appropriate systems to ensure that such data is collated, analysed and informs the operation of the transport service.

7.14

Finance

Positive Impacts of the development of service based transport

Visits

Key findings from visits to services

- New transport service has not impacted on Day Centres equally: felt more in Learning Disability Service.
- Front line staff provide a good service to service users and carers.
- Journey times for some service users could be quite long, Members experienced journeys of 1 hour 40 minutes.
- Dual training of staff has helped to develop a wider pool of drivers to operate the transport service.
- Day centres may wish to develop ways in which carers may contact / leave messages for transport out of hours?
- Day Centres may need specialist transport advice (on a periodic basis) to assist in effective route planning (is the SLA sufficient?).

JTPU

7.19

The consultation data – key findings

- Service reliability and safety of paramount importance to carers.
- High levels of service satisfaction among both service users and carers.

DRAFT REPORT

- There is evidence to suggest that new system has improved transport provision.

- Punctuality of service was good; though there were areas where improvements can be made.

- Journey times were also perceived to be good; though targeted work needed to improve (i.e. route planning)

- New transport has provided consistency in drivers/ escorts: improved care for service users.

- High levels of satisfaction with drivers/ escorts.

- New transport flexible: improved access to day opportunities.

- Although new transport is more responsive to carers, there is need for more flexibility (working carers).

- Implementation of new system has unresolved staff issues: training, terms & conditions, cover.

- Lower levels of satisfaction with Keston Road services (imps. for service change)

- New vehicles have enhanced service provision– more sensitive procurement process.

7.20

Meeting the 10 objectives within the review:

1. Has service based transport increased access to transport during the day for clients to access mainstream and other community services?

- There is still no definitive monitoring data which records access to day opportunities for service users, therefore it is difficult to make such an assessment.
- There is some evidence from the consultations with service users, carers and staff to suggest that access to day opportunities has increased.
- Whilst there is evidence to suggest that weekday opportunities may have increased, there is no data on service users utilisation of transport services in the evening or at weekends? Service based transport should facilitate the move from 'care' to 'opportunities'.
- Adult social care should consider (a) recording access to day opportunities (b) state service goals / standards for day opportunities.

2. Is the new transport service more flexible for carers/ service users in pick up and drop off times?

DRAFT REPORT

- There is evidence to suggest that the transport service is more flexible to meet the needs of carers,
- Carers may not be fully aware of the flexibility of the service (i.e. that there may be potential to vary times) and utilise this aspect of the service.
- Carers that work may require additional flexibility in the times that the person they care for use the centre / transport to the centre.
- There is evidence (from the consultation and Panel meetings) to suggest that the service is more flexible to enable service users to access more day opportunities.

3. Has the new transport service reduced journey times?

- For the majority of service users, it would appear that journey times on the whole have improved.
- For a small number of service users, journey times remain about 90 minutes in duration, which is unacceptably long for carers and service users.
- Further advances in route planning and utilisation of other means of transport (i.e. taxis) may need to be considered to reduce journey times.
- Specialist transport input required to improve efficiency of passenger routes, route serviceability and passenger journey times.

4. Has the new transport service improved communication and liaison with parent/carers?

- Data from the consultations indicated that there is improved communication between staff groups, improved communication between staff and carers and between service users and staff resulting from the new transport service.
- Improved communication between staff and carers has also helped to raise awareness of service users' needs.

5. Has the new transport service delivered greater continuity of care and improved support for service users?

- There is now greater regularity and consistency in the drivers and escorts that transport service users to and from the centre.
- Service users and carers indicated in the review that they had developed closer relationships with drivers and escorts as there was now greater consistency
- Data from the consultations would suggest that improved communication has helped to improve the continuity of care for service users.

6. Is the new service adaptable to the evolving needs of service users?

- A key feature of the new transport service is that it is locally managed and directed at respective day centres. This would suggest that the service is able to be more responsive to the needs of service users (and carers).

DRAFT REPORT

- Whilst the service is responsive to the current transport needs of service users, how will the service adapt to personal budgets?

7. Is the new service more cost effective transport service?

- Overall there is little evidence to judge the cost effectiveness of the transport service in relation to past models of transport provision.
- There is improvement in financial control however, as the new system of service based transport provides local management with direct control over transport budgets.
- The service is beginning the process of benchmarking the cost effectiveness of this service: further developments are expected on this in the future.
- The new model of transport has enabled staff to be peripatetic which has brought additional cost savings: dual trained staff reduced the need to use agency staff.

8. How does the new transport service contribute to other borough wide strategies?

- The development of service based transport is clearly important to developing the personalisation and modernisation agendas within social care and contributes to initiatives such as Valuing People, Putting People First and Your Health Your Say.
- There is some evidence to suggest that the new service has helped to modernise services, extend choice and promote independence.
- It is not clear how service based transport is coordinated with other local transport services. Currently, there is no local community transport strategy.
- There is a need to think how service based transport interlinks with other community based transport services i.e. utilisation of vehicles at evenings and weekends and links Haringey Passenger Transport Service.

9. Can other transport services in the borough learn anything from the development of the new transport service in Adult Social Care?

- Dissemination of good practice among other Haringey transport service is limited as the main transport service (Special Educational Needs) has now been contracted out (on a 3 year contract).
- Whilst there are other community transport services available, Winkfield Road, Older Peoples Residential and Age Concern, the scale of provision is relatively minor.

10. How can the new transport service improve further?

- There is broad agreement that the development of service based transport has brought about significant improvements: this was seen in the consultations with both carers and staff. Carers and staff have seen improvements in most areas of the service.
- The review has already made a number of suggestions to improve the service including: the installation of answer machines for carers to leave messages, mobile phones on board and routine calling ahead to ensure service users are ready/ carers aware of pick up.

DRAFT REPORT

DRAFT REPORT

Scrutiny Review
Service Based Transport

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

December 2008

DRAFT 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).[2] 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 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.

1.3 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

[2] Physical disabilities had their own arrangements previous to this decision.

- 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 (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 26th September 2008.

DRAFT REPORT

Part 1 – Service Users Survey

DRAFT REPORT

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).

DRAFT IN PROGRESS

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)

DRAFT REPORT

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%

DRAFT

thought it was bad (Figure 7). This was 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 merge 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)

DRAFT REPORT

'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)

DRAFT REPORT

Charts from survey of service users.

Figure 1

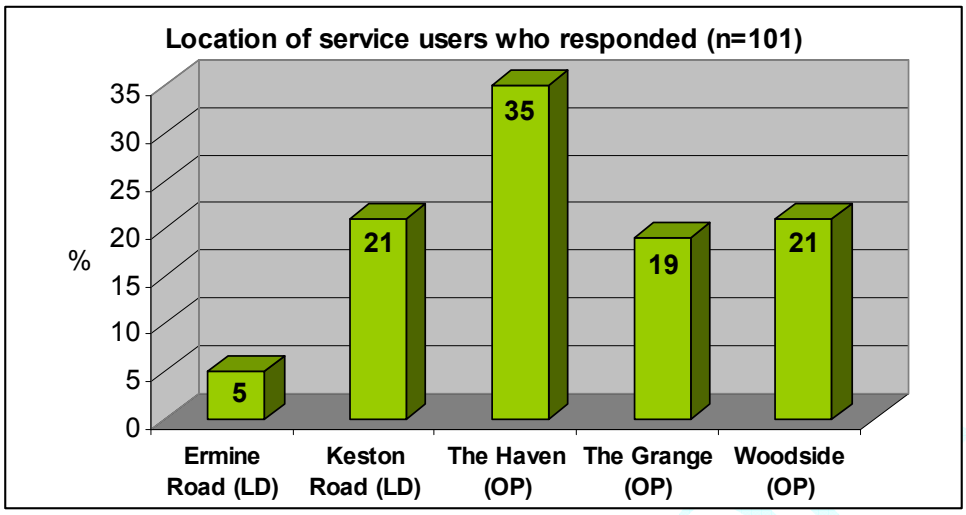


Figure 2

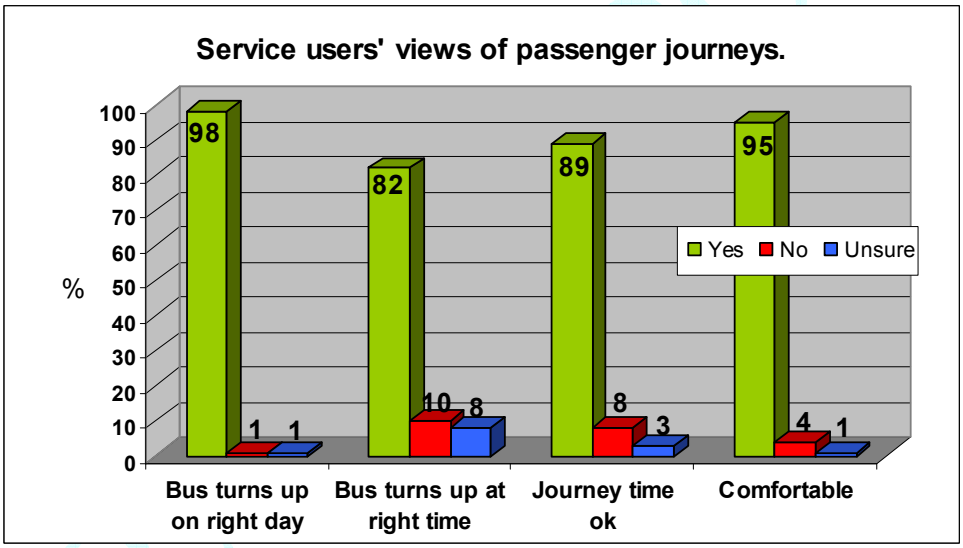


Figure 3

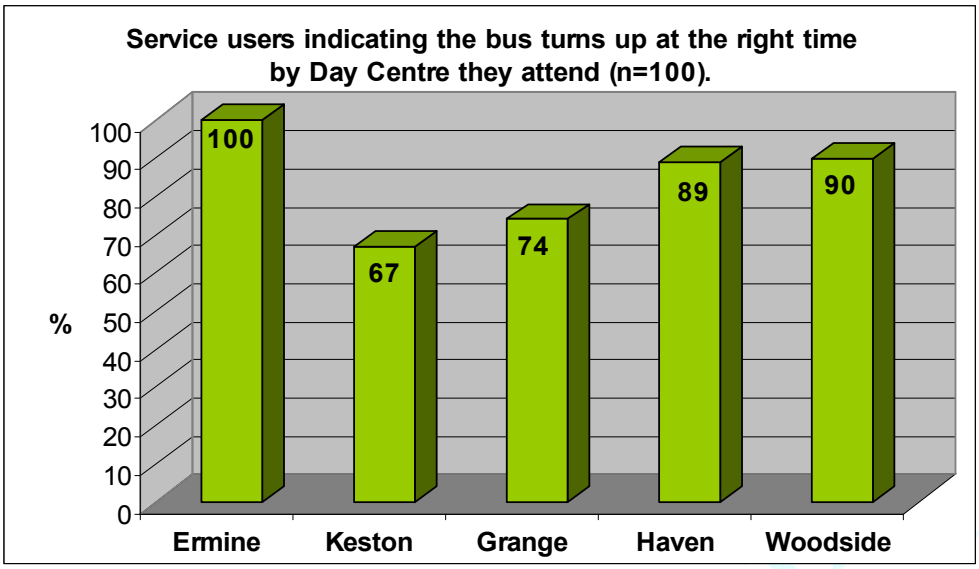


Figure 4

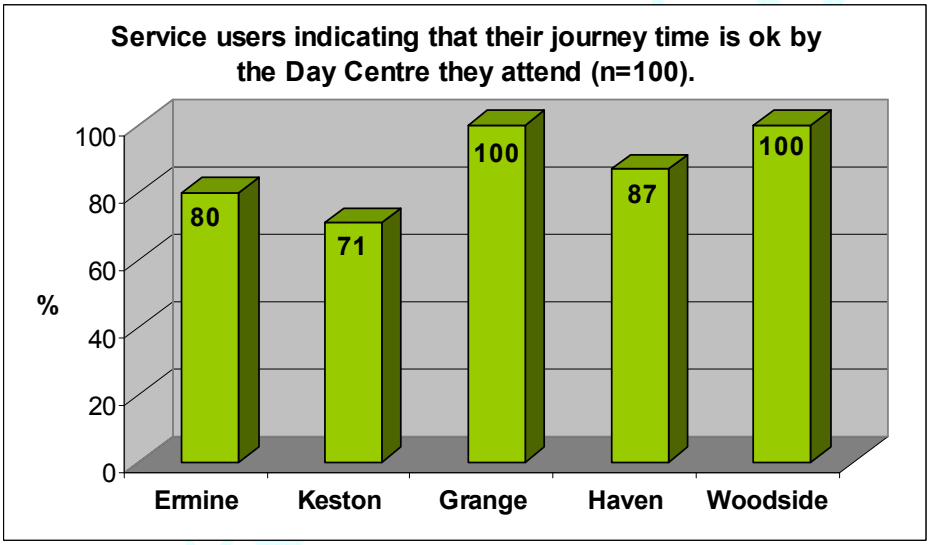


Figure 5

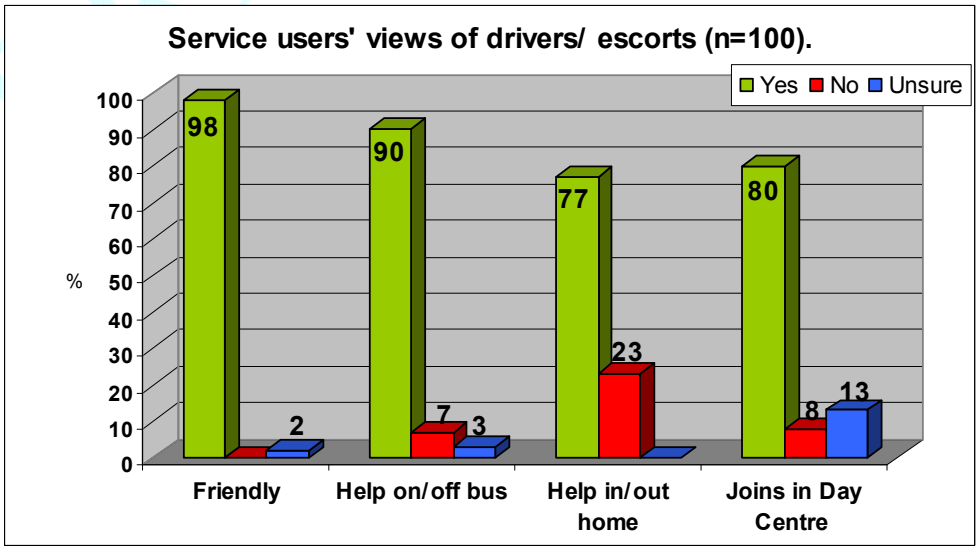


Figure 6

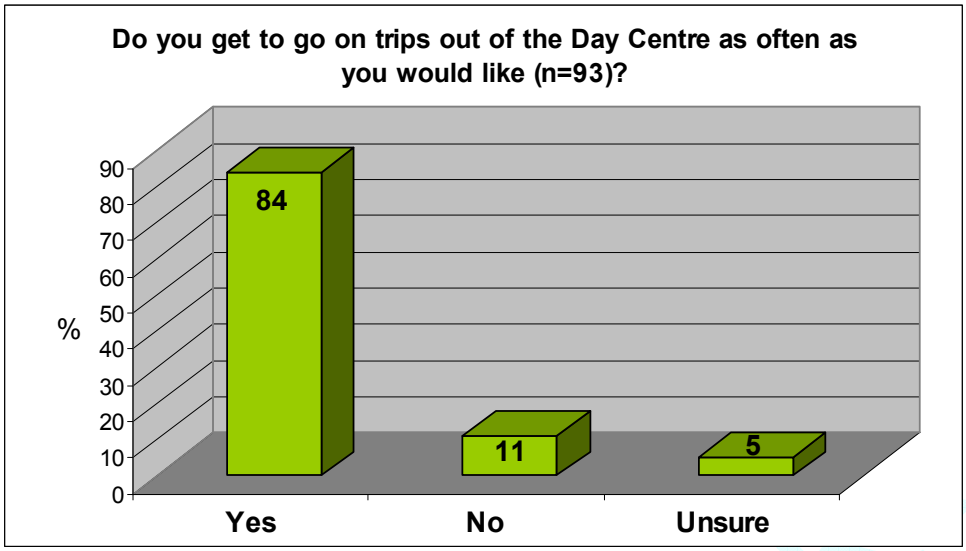
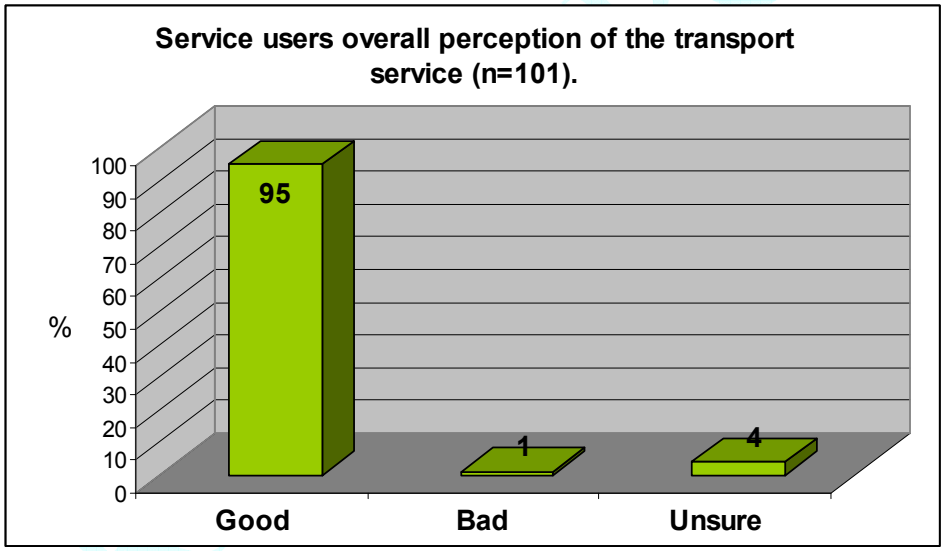


Figure 7



Part 2 – Carers Survey

DRAFT REPORT

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).

<u>Carers views about the punctuality of the transport service</u>

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)*

DRAFT REPORT

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)*

<u>Carers views about the journey times</u>

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

DRAFT REPORT

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)

DRAFT REPORT

'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)

DRAFT REPORT

'[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 form 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)

DRAFT REPORT

'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)

DRAFT REPORT

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)

DRAFT REPORT

Figure 8

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

Figure 9

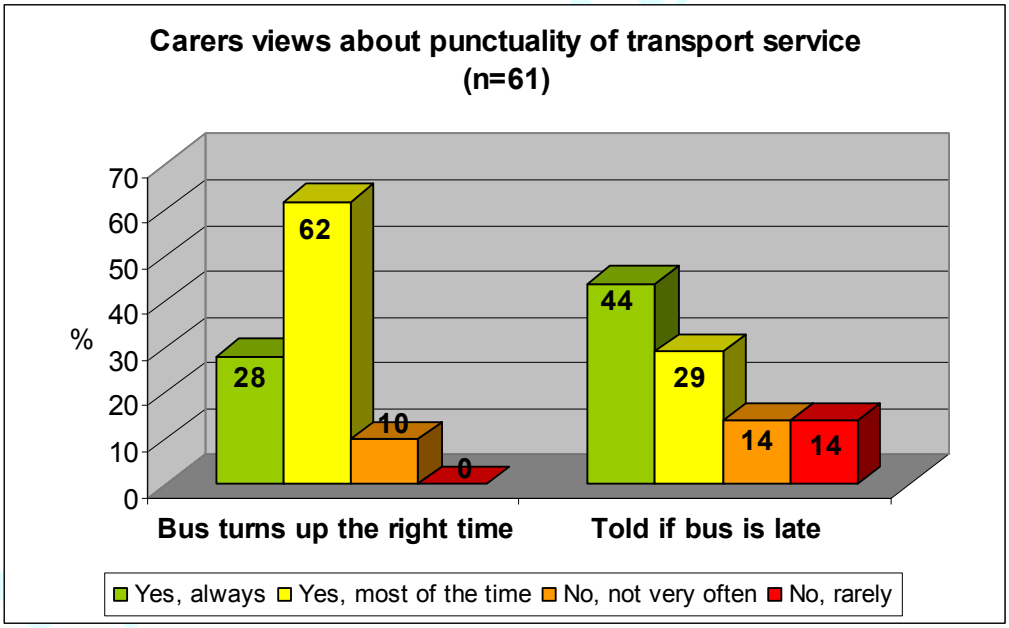


Figure 10

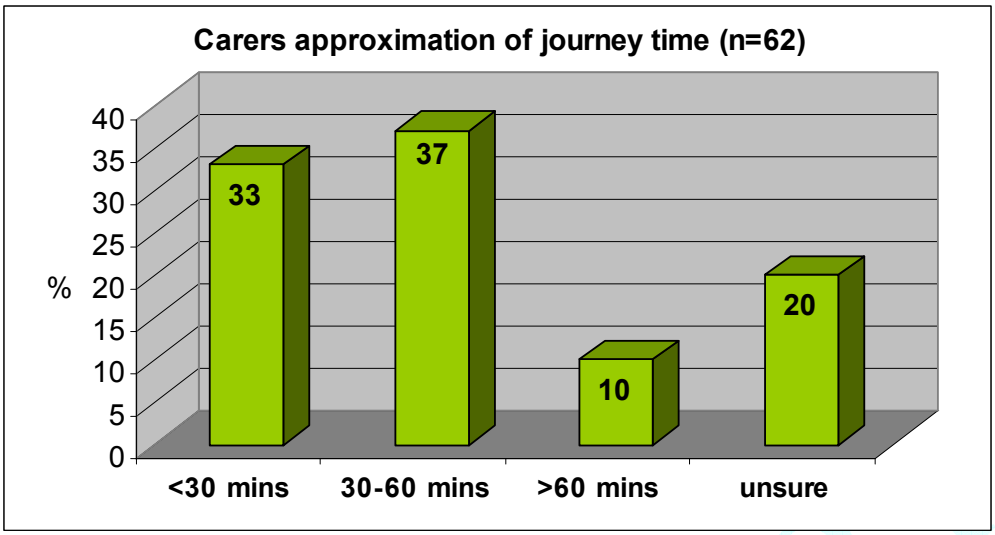


Figure 11

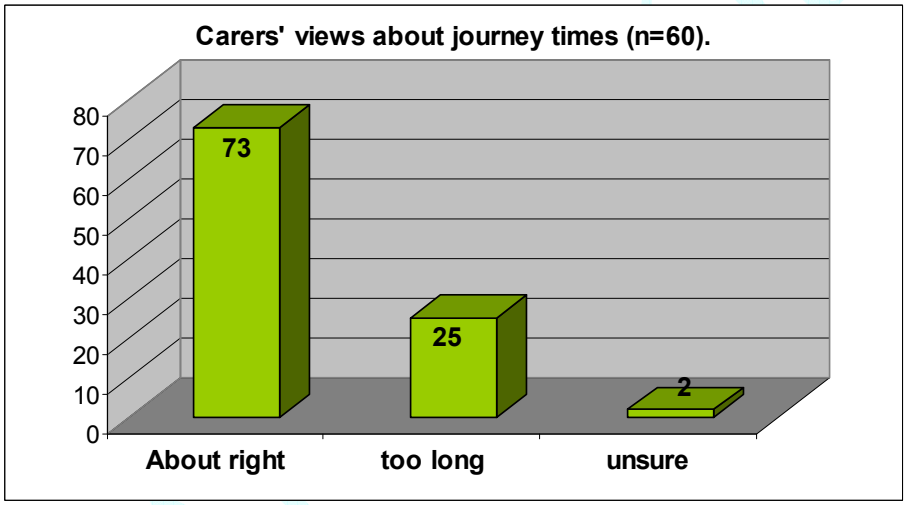


Figure 12

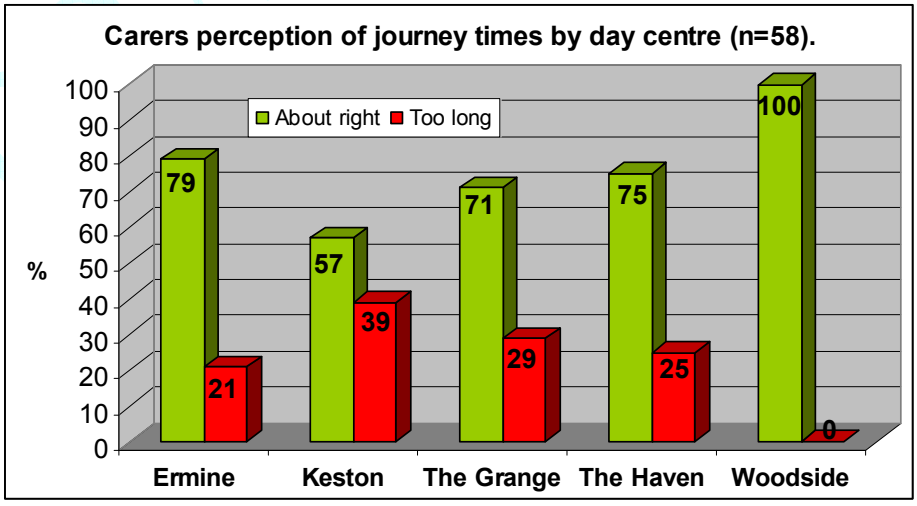


Figure 13

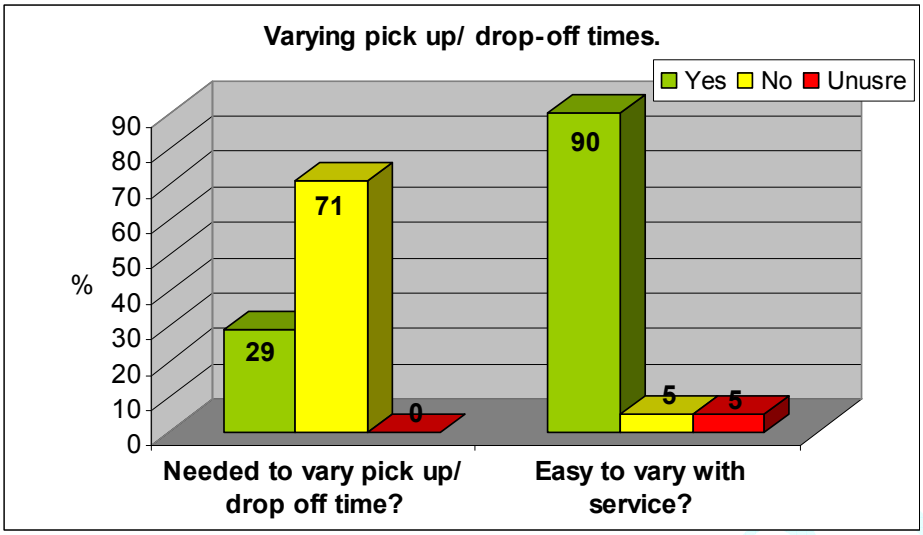


Figure 14

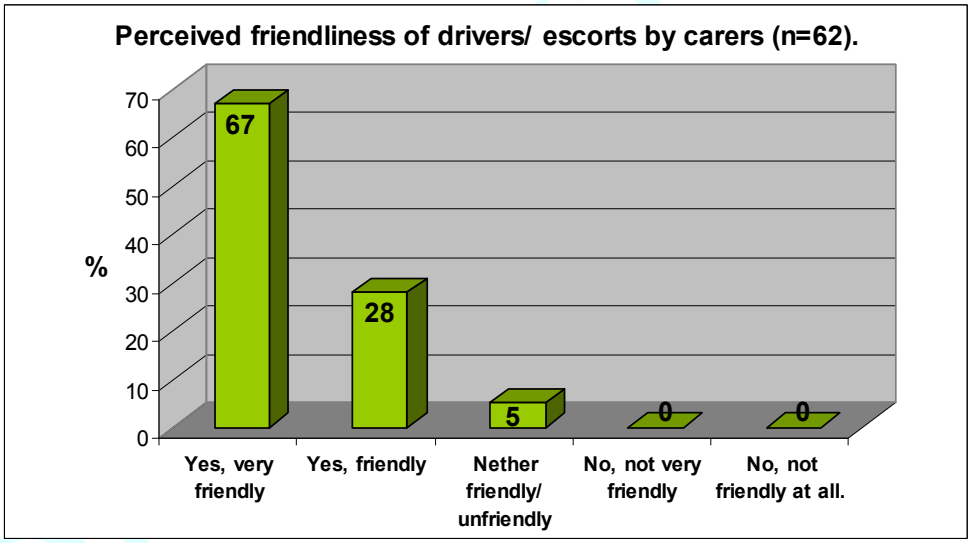


Figure 15

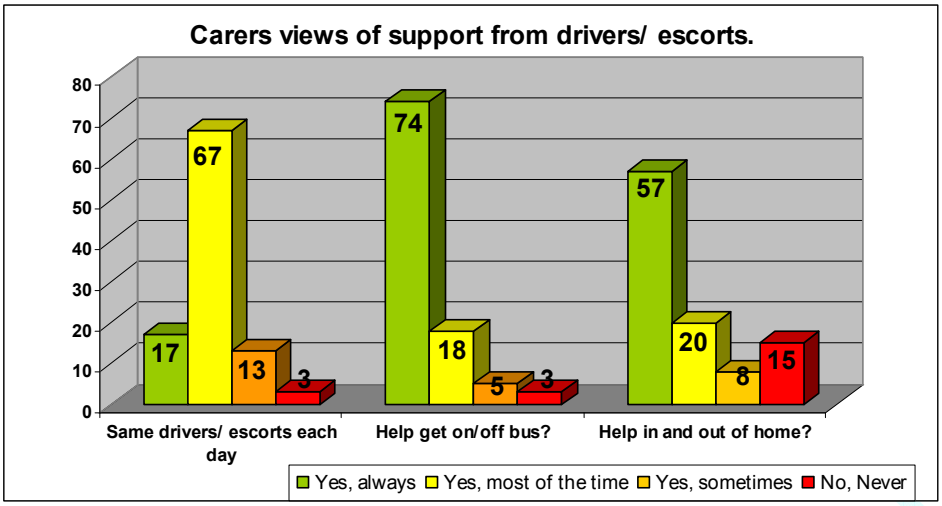


Figure 16

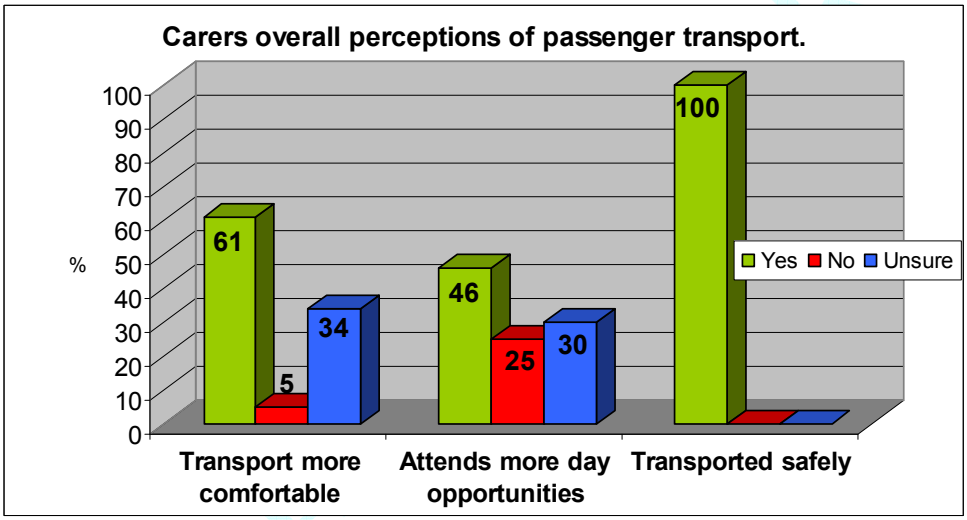


Figure 17

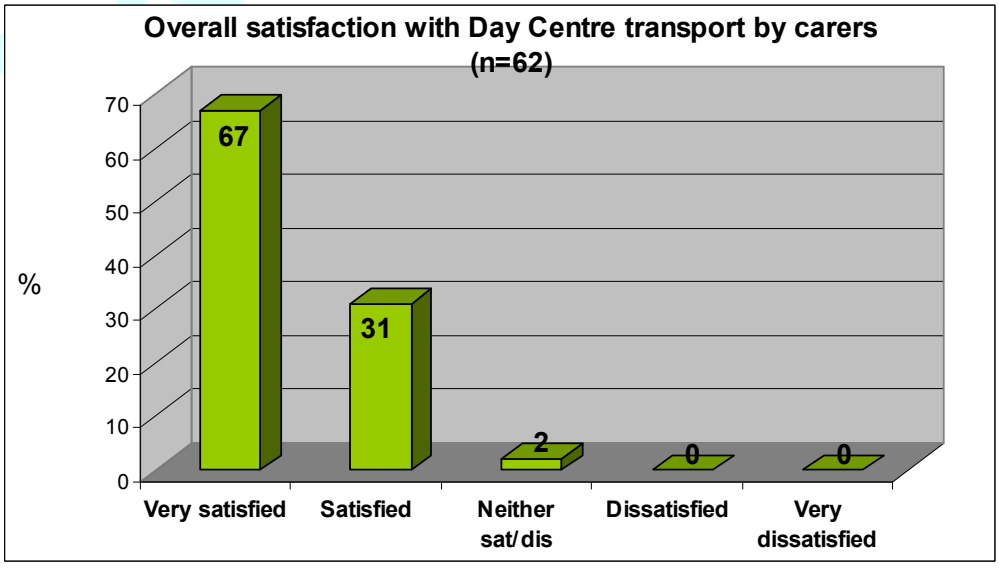


Figure 18

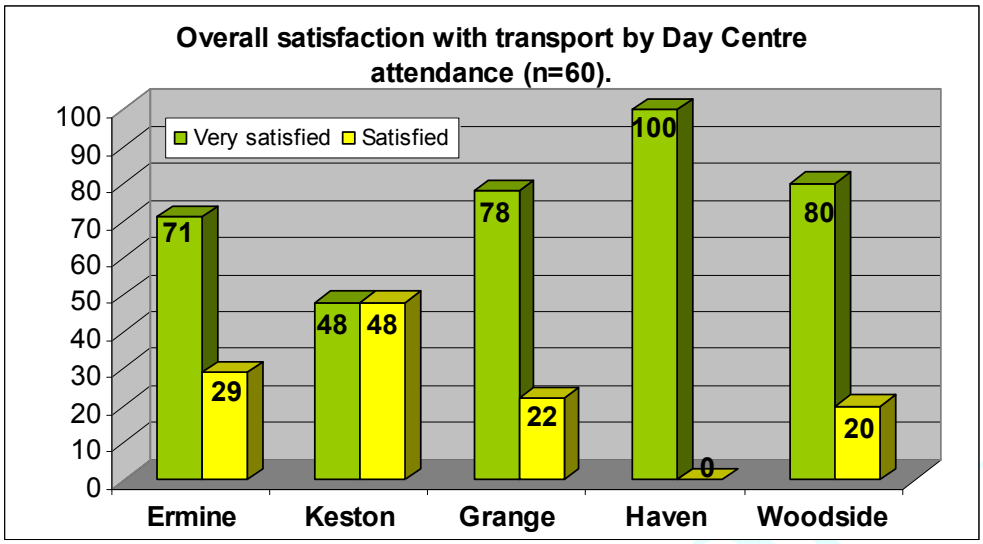


Figure 19

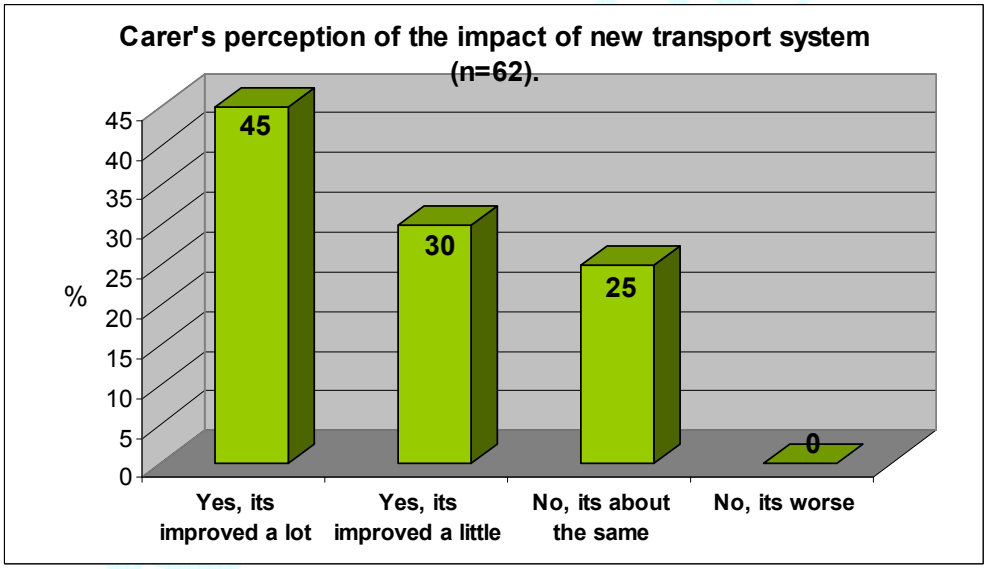
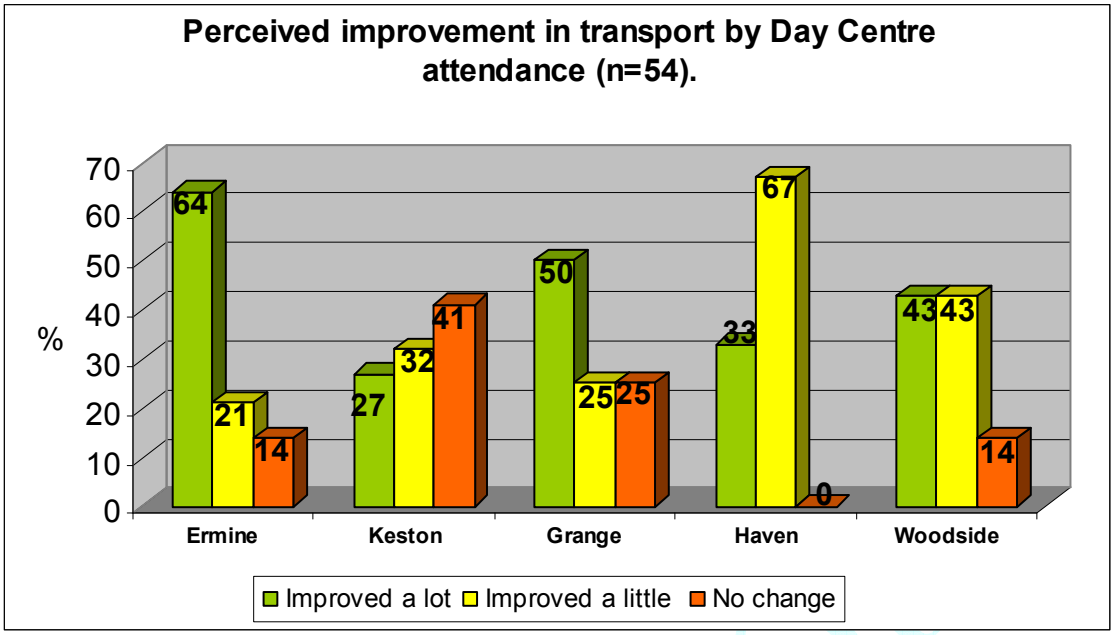


Figure 20



DRAFT REPORT

Part 3 – Staff Survey

DRAFT REPORT

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)*

DRAFT REPORT

'The buses are comfortable and new but they have storage difficulties – arrangements are being made to have 2nd 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

DRAFT REPORT

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 ¾ 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)

DRAFT REPORT

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 form 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:

DRAFT REPORT

'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)

DRAFT REPORT

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:

DRAFT REPORT

'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)*

DRAFT REPORT

Figure 21

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

Figure 22

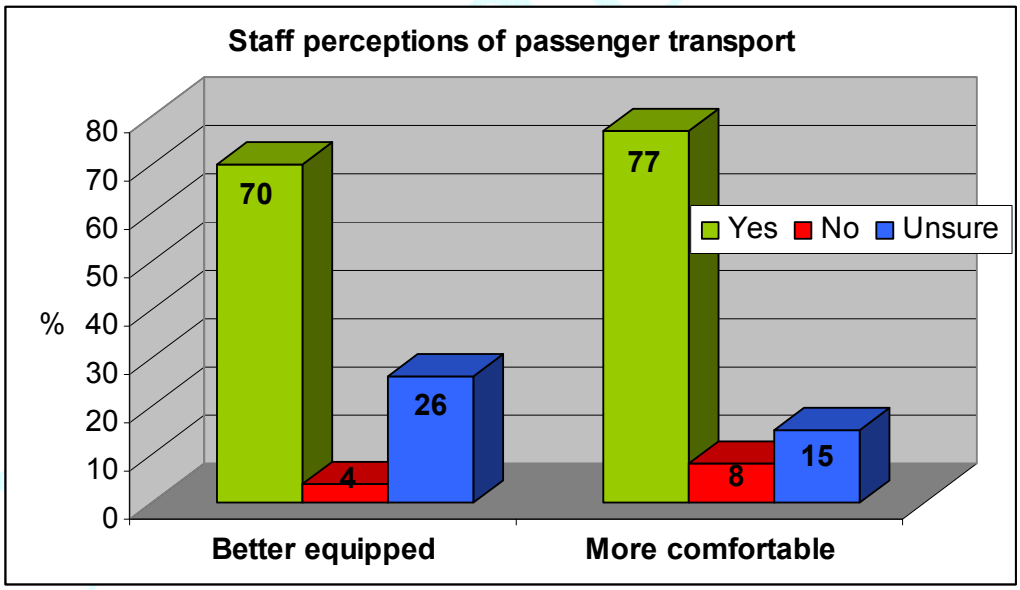


Figure 23

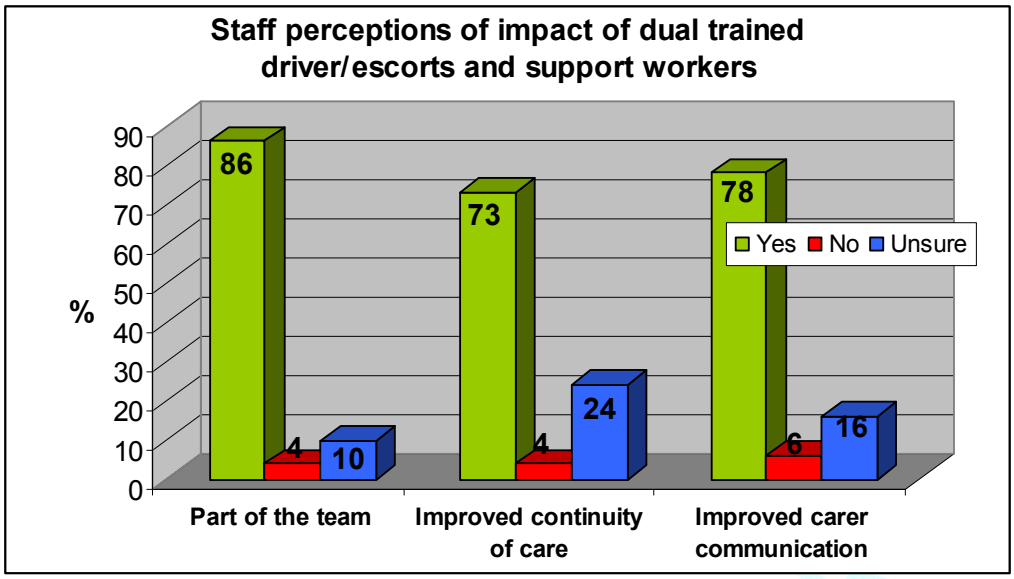


Figure 24

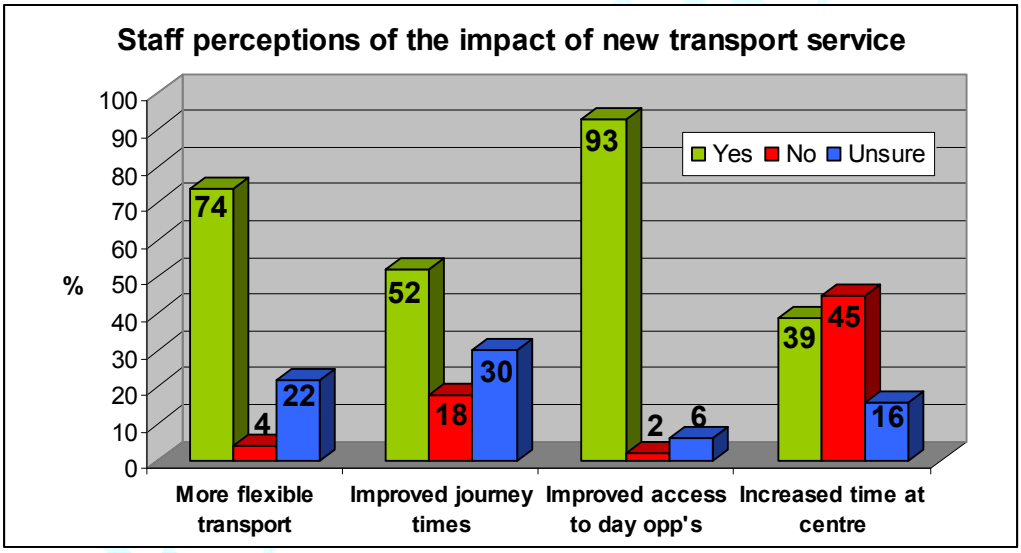


Figure 25

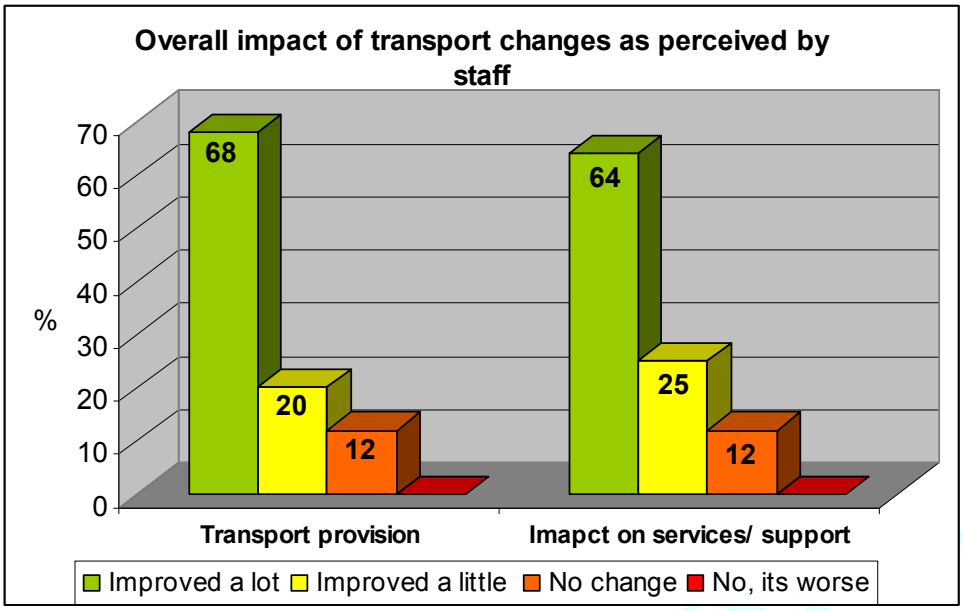
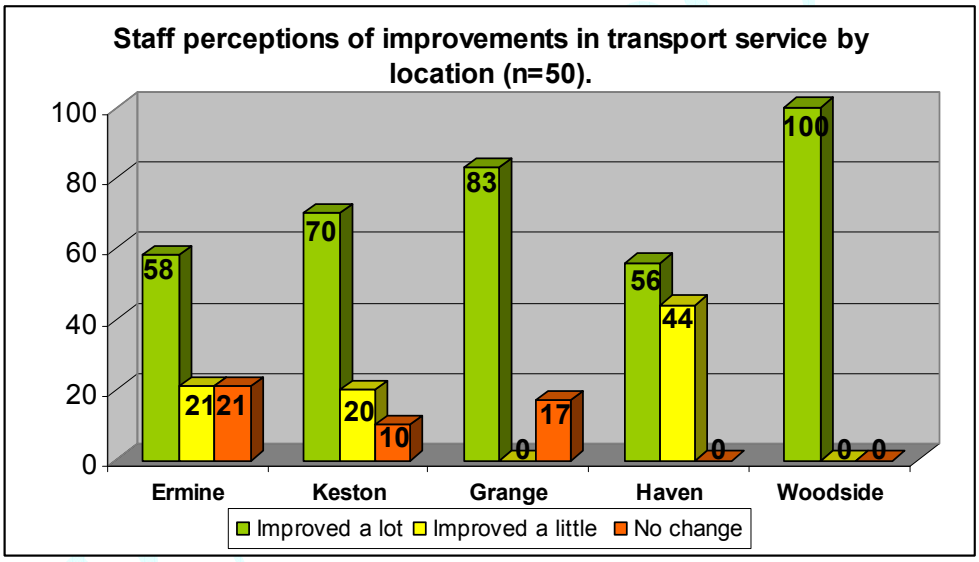

Overall impact of transport changes as perceived by staff
%
70
60
50
40
30
20
10
0
68
20
12
64
25
12
Transport provision
Imapct on services/ support
Improved a lot
Improved a little
No change
No, its worse

Figure 26


Staff perceptions of improvements in transport service by location (n=50).
100
80
60
40
20
0
58
21
21
70
20
10
83
0
17
56
44
0
100
0
0
Ermine
Keston
Grange
Haven
Woodside
Improved a lot
Improved a little
No change

Part 4 – Summary of Key Findings

DRAFT REPORT

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 form 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 form 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 cares 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

DRAFT REPORT

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 bets 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

Appendix B – Research Governance Application

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: 7th 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: 31st July 2008
Estimated end date: December 2008

What do you want to identify/achieve with the research?
The Review Panel have agreed the following objectives for the review:

- To ascertain whether the development of service based transport in adult social care has met intended aims;
  - 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

FINAL REPORT

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.

DRAFT REPORT

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 ☒ 2 ☐ 3 ☐

***Mitigation if risk graded higher than 1**:*

See Appendix C.

Nature of information being sought 1 ☒ 2 ☐ 3 ☐

***Mitigation if risk graded higher than 1**:*

Appropriateness of methodology 1 ☒ 2 ☐ 3 ☐

Mitigation if risk graded higher than 1:

Methods/nature of data collection 1 ☒ 2 ☐ 3 ☐

Mitigation if risk graded higher than 1:

Level of privacy for participants 1 ☒ 2 ☐ 3 ☐

Mitigation if risk graded higher than 1:

Relationship between researcher and subject/participants 1 ☒ 2 ☐ 3 ☐

Mitigation if risk graded higher than 1:

DRAFT REPORT

External considerations	1 ☒	2 ☐	3 ☐
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:

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).**

DRAFT REPORT

And don't forget the symbols below – back page is best

INVESTOR IN PEOPLE

Beacon Council 2005-2006 Getting Closer to Communities

DRAFT REPORT