

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

### **Introduction**

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

### **Background - JTPU**

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

### **Background – Service Based Transport in Social Services**

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

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

### **Terms of Reference**

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

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

**3.3** Specifically, it is proposed that the review should seek to ascertain the following:

- To ascertain what role centre based transport has played in developing service user's experience of transport services in terms of service quality and service accessibility.
- To assess the extent to which the introduction of service based transport has developed service user's access to mainstream and community opportunities.
- To assess how service based transport has contributed to improved relationships between service users, their carers and day centre staff.
- To analyse the impact of the new dual role of drivers / escorts in developing day centre capacity and improving the continuity of care and support to service users.
- To ascertain whether devolved passenger transport services have delivered cost efficiencies and offered improved value for money for the services they provide.
- To assess the impact on borough wide passenger transport services from the decision to disaggregate centralised transport service provision (JTPU).
- To assess the overall operational effectiveness of service based transport and make recommendations to guide and inform the future development of passenger transport services.

### **Review Methods**

- 4.1** A series of Panel meetings will be held to approve the aims of the review, receive oral and written evidence, oversee project progression and formulate recommendations. Panel meetings will occur at 3-4 week intervals at the discretion of Members. The review will incorporate a range of investigative methods to ensure that Members will have access to the necessary evidence to assist them in their assessment of service based transport.
- 4.2** It is proposed that service managers from each of the adult social care services (Learning Disabilities, Physical Disabilities and Older Peoples Day & Residential Care) be invited to a Panel meeting to provide evidence about the impact that service based transport has made upon their respective services. In addition, the commissioning manager for the centralised passenger transport service should also be invited for the Panel to obtain evidence about the remaining JTPU services. Other review informants may be invited to attend at the discretion of Panel Members.
- 4.3** Service users are clearly a key stakeholder within service based transport and the review will seek to ascertain their views and perceptions of this transport service. Understanding that service users of adult social care may be vulnerable, it is proposed focus groups / small group interviews may be a more sensitive and appropriate process through which to elicit this information (under the guidance of services). Subsequent data from focus groups and interviews will be analysed and presented in report form to Panel Members. This process should not preclude service users from giving evidence directly to the review should they so wish (also at the discretion of the panel).
- 4.4** It is proposed that similar methods be used to incorporate the views of both carers and staff (day centre/drivers/escorts). There are established forums (Carers Forum and Staff Forum) which will be used to facilitate access to focus groups and or small group interviews. Subsequent data will be analysed and presented in report form for Panel Members to consider.
- 4.5** The review will utilise a range of information from a number of different sources to help fulfil its objectives. Respective provider services may be requested to provide financial or operational data to assist panel Members. Comparative financial or quality standards data from other boroughs may be useful to help Members benchmark service provision. The review will also utilise other external research, policy documentation or service data where this is felt appropriate.
- 4.6** It is proposed that a small number of organised visits to identified day centres be undertaken as these may provide a practical insight in to the operation of service based transport. Members may also wish to visit other Boroughs to ascertain how passenger transport services are provided elsewhere and which may be helpful to the review process.

These can be organised at the direction of Members and in consultation with the respective services involved.

**Proposed Panel Meeting Structure**

**5.1** It is proposed that four meetings should be sufficient to meet the stated objectives of the review. An outline of the proposed Panel meetings is contained below.

Panel Meeting 1 – Discuss and Agree Scoping Report (July 31<sup>st</sup> 2008)  
 Aims and objectives of the review  
 Agree review project plan  
 Dates of future meetings and venues for service visits  
 Identify information requirements from services  
 Identify review informants

Panel meeting 2 – Evidence from Service Managers  
 Len Weir, Older People Day Centres  
 Beverley Tarker, Learning Disability  
 Bernard Lanigan, Physical Disability  
 Eija Sinitalo, Older Peoples Residential Care  
 Maria Hajipanayi, CYP Commissioning

Panel Meeting 3 - Evidence from Service Users, Carers and Staff  
 Report back from Member visits to services  
 Receive report from focus groups and interviews with service users, carers and staff.  
 Direct evidence to the Panel from above groups.

Panel meeting 4 - Panel Conclusions and recommendations  
 To form review recommendations  
 Agree reporting arrangements

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

	July	August	September	October	November
<b>Panel Meetings</b>	1		2	3 4	
<b>Service information</b>					
<b>Focus Groups</b>					
<b>Service Visits</b>					
<b>Review Reporting</b>					

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**July 2008**

