Appendix 2

HAMMERSMITH & FULHAM TRAVEL CARE AND SUPPORT SERVICE ARRANGEMENTS EQUALITIES IMPACT ASSESSMENT

Overall Information	Details of Full Equality Impact Analysis
Financial Year and Quarter	2014/15 – Quarter 4
Name and details of policy, strategy, function, project,	Title of EIA: Hammersmith & Fulham Travel Care and Support Service Arrangements
activity, or programme	From April 2014 a new, outsourced service began providing passenger transport for residents of Hammersmith & Fulham. The service provides transport for children with Special Educational Needs (SEN) travelling to and from school and Looked After Children (LAC) attending contact visits, activities and appointments. Services are also commissioned for some Adult Social Care service users.
	Following a number of complaints made about the quality of the service, a Passenger Transport Working Party [which was later renamed as the Travel Care and Support Working Party] for Children's Services was set up to advise the Council as to how to secure the best quality of travel care and support provision which meets the needs of children concerned within a budget which the Council deems affordable.
	There are two options in relation to the future delivery models of Travel Care and Support services for vulnerable Hammersmith and Fulham residents.
	Option A - A change in the delivery model of the Travel Care and Support service to return both transport and escort services to the management of the Council.
	Option B - A change to the existing delivery arrangements to improve service standards and sovereign accountability, including:
	 Revised vision for the service – emphasis on caring for and understanding travel and mobility needs. Seeking to vary the Inter-Authority Agreement (IAA) between the Council, Westminster City Council (WCC) and the Royal Borough of Kensington and Chelsea (RBKC) (collectively the "three Boroughs"), or associated contract arrangements for the Council, to improve quality and performance standards The appointment of three Travel Care and Support Commissioning Managers who would be based on-site with

	 providers and would oversee all aspects of operational delivery and performance. School and parents to play an increasing role in commissioning arrangements. Robust assurance management and contract management framework. This EIA considers the potential impact of the two proposed options for change upon service users and groups of people with protected characteristics.		
Lead Officers	Children's Services Name: Rachael Wright-Turner Position: Director of Commissioning - Children's Services Email: Rachael.Wright-Turner@rbkc.gov.uk Telephone Number: 020 7361 3614	Adult Services Name: Selina Douglas Position: Director of Adult Social Care Commissioning and Enterprise Email: Selina.Douglas@lbhf.gov.uk Telephone Number: 020 8753 6235	
Date of completion of final EIA	May 2015 following feedback from consultation.		

Section 02	Scoping of Full EIA
Analyse the impact of the	A new contract to provide passenger transport for residents of Hammersmith & Fulham went live on 22 April 2014, with the
policy, strategy, function,	service fully operational by 30 April 2014. The contract is across three boroughs, serving residents in LBHF, RBKC and WCC. It
project, activity, or	provides transport for children with Special Educational Needs (SEN) travelling to and from school and Looked After Children
programme	(LAC) attending contact visits, activities and appointments. Services are also commissioned for some Adult Social Care service
	users.
	As at the 17 December 2014, the service served a total of 208 children in Hammersmith & Fulham, transporting them to 36
	different schools. Destinations are to schools and colleges largely, but not entirely, within the three boroughs of
	Hammersmith and Fulham, Kensington and Chelsea and Westminster for both the school/college working day and for pre
	and post school activities.
	A total of 156 adult LBHF residents are supported by the current transport arrangements to day centres, and a further 9
	residents travel by taxi to college or out-of-borough placements.
	Following a number of complaints made by parents and carers about the quality of the service, including difficulties
	contacting operators when there were problems and children being picked up late from home and arriving late for school,
	elected members in Hammersmith & Fulham initiated a Passenger Transport Working Party for Children's Services to review

the service.

For the purpose of this EIA, it is important to note that, for both options:

- Eligibility criteria for the service would not change, therefore individuals currently receiving transport services would continue to do so.
- The transport service provided, usually from place of residence to school, day care centre, or contact with birth parents and return with or without passenger escort will remain unchanged.
- Training would be provided to transport crews on the specific needs of service users and the appropriate support techniques.

In regard to Option A, where a new passenger transport delivery unit is established within the Council:

- For vulnerable children and young people the newly planned minibus routes operated by the new delivery unit will be designed to accommodate Hammersmith and Fulham service users only. The aim is to ensure an efficient service, minimising change wherever possible. However if Option A is chosen it is likely that this would involve significant rescheduling of routes and changes in drivers and escorts. Initial modelling indicates that nine of the new SEN routes (33%) would be substantially different from existing routes, with a similar number being slightly different. This is in addition to the expected changes which would take place in September 2015.
- There would be no changes to routes by which the operator takes adults to day care centres, except expected changes which would take place in September 2015, and / or agreed changes that happen as new adults join the Service.

Option B would involve a change to the existing delivery arrangements to improve service standards and sovereign accountability, including:

- Revised vision for the service emphasis on caring for and understanding travel and mobility needs.
- Seeking to vary the Inter-Authority Agreement (IAA) between the Council, Westminster City Council (WCC) and the Royal Borough of Kensington and Chelsea (RBKC) (collectively the "three Boroughs"), or associated contract arrangements for the Council, to improve quality and performance standards
- Travel Care and Support Commissioning Managers on-site with providers to oversee operational delivery and performance.
- School and parents to play an increasing role in commissioning arrangements.
- Robust assurance management and contract management framework.

This might enable a more direct relationship between LBHF and the provider[s] than currently exists with greater input in to

the provision of the services and the management of the same.

Both options have been designed to improve the accountability of the service and to increase service user, parental and organisational confidence in the transport being provided. Both options would also improve the Council's ability to respond to service issues, including staff training and responsiveness, and to provide a high level of assurance to those who use the service, their parents and carers.

On this basis, both options can be assessed as having a positive impact on recipients. The nature of the service means that this impact will mainly be experienced by both younger and older residents and on those residents with disabilities.

Both options may result in practical changes to the day-to-day operation of the service. Considering the needs and protected characteristics of those eligible for passenger transport, most notably their age and disability, it is likely that such change may sometimes be difficult or unsettling for the individual who uses the service and for their families and carers. Actions to minimise this change and any disruptions to service during the 'settling-in' period are highlighted in Section 7 of this FIA.

Following consultation with parents and stakeholders a decision about future service models will be taken by the Hammersmith and Fulham Cabinet in June 2015.

The following analysis has been undertaken based on current service users, however it is likely that the number and profile of users would change by September 2015 (when the service is likely to be implemented) due to the start of the new school year.

Protected characteristic	Borough Analysis	Impact:
Age	Children: The age of children using the transport service is approximately 50% aged 10 and over and 50% aged 9 and below.	
	Adults: Adults who require the provision of transport include a significant proportion who are older service users: 77% of service users are aged 65 years and over (40% of service users are aged between 75 and 84 years of age; 21% aged 85 or over; 16% are aged between 65 and 74 years; and 23% aged between 18 and 64).	
	Neither option being proposed would change the eligibility criteria for the service or restrict its accessibility based on age. By improving accountability and responsiveness, both options would allow any issues that arise that would affect this protected characteristic to be identified and swiftly resolved.	Positive
	The age of the service user may affect their ability to deal with change relating to routes or personnel. Close communication with the service users themselves, with parents and families and with schools and day centres will help to ensure any impact of the change is minimised.	
Disability	Children: The majority of service users (55%) have a primary SEN type as Autistic Spectrum Disorder (ASD), followed by speech, language and communication needs (10%) and profound and multiple learning difficulties (8%).	
	Adults:	
	The majority (57%) of adult service users for transport to day centres have physical support needs which require them to use the service. A further 18% have learning disabilities; 15% have social support needs, 7% mental health needs, and there are one	Positive

	adult with sensory support needs and three adults with memory and cognition needs.	
	Of the 9 adults requiring taxi transport to colleges or out of borough day services, all have complex learning disabilities, usually with behaviour or physical disabilities. Neither option being proposed would change the eligibility criteria for the service or	
	restrict its accessibility based on disability. By improving accountability and responsiveness, both options would allow any issues that arise that would affect this protected characteristic to be identified and swiftly resolved.	
	Both options would ensure that the fleet of vehicles is accessible and appropriate to the needs of service users. Both options retain the ability to provide taxi transport or alternative provision where the specific needs of the service user do not make travel by minibus viable.	
	The specific needs of individual children may affect their ability to deal with change relating to routes or transport crews (drivers and escorts). For some young people with an Autistic Spectrum Disorder, changing daily habits and schedules can pose challenges and maintaining familiar schedule and surroundings can be beneficial. Close communication with parents and families and proactive sharing of transport needs assessments for individual children will help to ensure any impact of the change is minimised.	
	Adults who require the provision of transport include a significant proportion who have disabilities. There are between 30-40 adults with complex learning and physical disabilities who use day centre transport and taxis. The complexity and nature of their needs e.g. challenging behaviours, sensitivity to environments and people means any transition from current arrangements will need to be managed carefully including significant time periods and careful liaison with service users/customers and their carers, day care centre managers and other partners.	
Gender reassignment	No data available. It is deemed unlikely that changes to this service will have a positive or negative impact specifically relating to this characteristic.	Neutral

Marriage and Civil Partnership	No data available. It is deemed unlikely that changes to this service will have a positive or negative impact specifically relating to this characteristic.	Neutral
Pregnancy and maternity	No data available. It is deemed unlikely that changes to this service will have a positive or negative impact specifically relating to this characteristic.	Neutral
Race	Children: 26% of children receiving the current service are recorded as White-British ethnicity with 45% recorded as having English as an additional language. Adults The majority of service users are from a White background (66%). 20% of adult service users are from Black/Black British/Black other groups. Asian/Asian British represent 12% of service users. Neither option being proposed would change the eligibility criteria for the service or restrict its accessibility based on race. By improving accountability and responsiveness, both options would allow any issues that arise that would affect this protected characteristic to be identified and swiftly resolved. The overall impact of the change of transport management and provider will be neutral (as the service eligibility criteria is not changing), however clear and accessible communication with families and schools will help to ensure any impact of the change is minimised.	Neutral
Religion/belief (including non- belief)	No data available. Given the expected range of different religions and beliefs in the impacted group it is deemed unlikely that there are positive or negative impacts specifically relating to this characteristic.	Neutral
Sex	Children: The majority of children receiving a service are male (72%). The majority of adults using day centre travel support are female (63%) as are those using the taxi service (70%). Neither option being proposed would change the eligibility criteria for the service or	

	restrict its accessibility based on sex. By improving accountability and responsiveness, both options would allow any issues that arise that would affect this protected characteristic to be identified and swiftly resolved. The overall impact of the change of transport management and provider will be neutral (as the service eligibility criteria is not changing). Close communication with parents and families will help to ensure any impact of the change is minimised.	Neutral	
Sexual Orientation	No data available. It is deemed unlikely that changes to this service will have a positive or negative impact specifically relating to this characteristic.	Neutral	

Analysis of relevant data	
Examples of data can range from census data to customer satisfaction surveys. Data should involve specialist data and	
information and where possible, be disaggregated by different equality strands.	
Children: Passenger transport database (December 2014) matched to Pupil Census information (January 2014) – total of 161	
pupils matched.	
Adults: Data provided by the Senior Commissioner (Disability) – December 2014	

Section 04	Consultation
	Complete this section if you have decided to supplement existing data by carrying out additional consultation.
Consultation in each borough	A number of different consultation exercises have been undertaken.
	Telephone surveys took place in August 2014 with parents whose children had used the service in the first and second half of the Summer term 2014. 54% of parents were contacted to ascertain views on the quality of the new service that had been put in place from April 2014. A number of in-person discussions have taken place with smaller groups of key stakeholders in October/November 2014.

These included the Passenger Transport Working Party, which comprises of parent and school representatives.

Consultation programmes with both SEN and Adults Social Care services users were initiated between December 2014 and January 2015 in line with the Cabinet Member Decision of 25 November 2014. For parents of children with SEN and stakeholders, the consultation utilised the following methods in order to ensure a wide and meaningful response:

- A paper questionnaire (posted and emailed) to all parents or carers of children with SEN who use the service. Questions sought to gain a better understanding of service users' priorities, as well as their views on a range of potential service model changes which may more effectively address previously expressed user concerns.
- Head teachers and other schools staff have been regularly consulted about the effectiveness of the current contract
 and any ongoing improvements required. Head teachers and other key staff at special schools in the borough
 (attended by the majority of Hammersmith & Fulham children who use the transport service) were all written to seek
 their views and consider if additional engagement can be carried out within schools.

For adult service users and their stakeholders a range of methods was used with consultation coordinated through the Day Care Centre managers and service user advocates. Methods included:

- Discussion with day centre managers and staff to ensure a clear and consistent approach to the discussions.
- A letter to, and survey of all customers and carers.
- Group meetings and one-to-one meetings with service users at day centres. Service user advocates will be included where appropriate.

In conjunction with both strands of the above consultations, an agreed communication line with staff, stakeholders and transport providers was developed. This explained that the Council was reviewing the current service arrangements in order to improve service delivery and quality.

Analysis of consultation outcomes for each borough

Consultation with service users about the previously provided service which informed the commissioning of the current service highlighted the following areas as priority issues:

Consultation with parents of children with SEN -

- Time keeping
- Punctuality
- Quality of travel assistance arrangements
- Consistency of travel assistance arrangements
- Safety

ASC service users -

Punctuality of buses

- Route planning
- Quality of buses
- Drivers

The above was taken into consideration as part of specifications and evaluations of tenders and to inform call offs, routing and mobilisation.

Telephone surveys took place in August 2014 with parents whose children had used the service in the first and second half of the Summer term 2014. While the majority of parents considered the service to be "acceptable" or "good", the main concerns of parents were:

- Staff their training and turnover.
- Meeting individual children's needs and issues regarding other children being transported.
- Concerns about the vehicles, numbers of children on the bus and length of journeys.
- Punctuality.
- Communications including being able to contact the bus staff when in transit.
- Health and safety procedures.

A number of in-person discussions have taken place with smaller groups in October/November 2014. These included the Passenger Transport Working Party, which comprises of parent and school representatives. At their meeting on 2nd October the following points were identified as being part of a quality provision:

Service Requirements	Driver/Escort Requirements
 Excellent communication - to make parents/schools aware of changes. Flexibility in the provider – depending on need. Effective and efficient provision. Develop independence in using travel as part of broader provision. Continuity of staff. Punctuality. Ensure that children arrive calm, happy and in a state ready to learn. 	 To know the parent and the child. Basic strategies of care, particularly knowledge of safely securing children. Sympathetic to each child's specific needs. Mandatory and ongoing training. Willing and responsive. Level of maturity. Have skills and experience in working with children with challenging behaviours.

• Independent Travel Training.

A separate consultation programmes with both SEN and ASC users initiated during December 2014.

In relation to vulnerable children, 43% of respondents considered the service would improve if it was run directly with Council staff and vehicles. 20% of respondents considered that it would result in a worse service if the Council ran the service directly. 21% indicated that they 'did not know' if it would improve or worsen the service.

In relation to vulnerable children, nearly three quarters [71%] of those who responded to the consultation are satisfied or very satisfied with the current transport service. Only 20% disclosed feeling dissatisfied with the current service.

In relation to vulnerable adults, 53% of respondents considered that the service would improve if it was run directly with council staff and vehicles. 8% of respondents considered that it would result in a worse service if the Council ran the service directly. 25% felt that it would make little difference either way.

In relation to vulnerable adults, 63% of those who responded to the consultation are satisfied or very satisfied with the current transport service. Almost a quarter of respondents [23%] reported feeling neither satisfied nor dissatisfied with the service and just 14% expressed dissatisfaction with the service.

Section 05	Analysis of impact and outcomes
Analysis	The analysis of the proposed changes against protected characteristics has identified that both options, by improving accountability and responsiveness, should have a positive impact on service users. Eligibility for the service remains the same, with both options proposing steps that would increase service users, parent/carer and organisational confidence in the service and its ability to respond to need.
	The main impact will be that for option A, the provider of the transport is likely to change, and will in turn require some changes to staffing (drivers and escorts) and routes taken. Considering the needs of service users, there is a risk of a negative impact for some users who may find this change difficult and unsettling. This risk of a negative impact can be mitigated through clear communication and planning and further work may be required to fully understand the specific impact for each user once Cabinet has agreed on the future direction of the service.
	It should also be noted that, in each of the options proposed, any change to service provision for Hammersmith and Fulham residents will likely impact on staffing and/or routes taken for children in Westminster and Kensington and Chelsea, whom

the current contract is shared with. The potential impacts noted above may therefore be experienced by children who are residents in the other two boroughs. Adult service users in other boroughs will not be affected in this way as Kensington and Chelsea and Westminster have separate contracted providers for their services for adults.

Further work may be required to fully understand the specific impact for each user once the Hammersmith & Fulham Cabinet has agreed on the future direction of the service.

Section 06	Reducing any adverse impacts and recommendations
Outcome of Analysis	One of the key lessons learned from the previous process is that the direct impact of any new arrangement needs to be fully understood before changes are made, with rehearsed operational plans to maintain and ensure service standards.
	Subject to the Cabinet decision, it is planned that a wide range of service users will be involved in further consultation and codesign of any new model. This will include formal meetings of groups such as the Travel Care and Support Working Party and Parents Active; informal opportunities to meet and share ideas, and targeted approaches potentially including additional surveys. The process will encompass parents and parent groups, adult service users and carers, advocacy groups, schools, day centres, commissioners, the TCT and staff of the proposed in-house passenger transport unit. It is planned that consultation throughout the implementation stage will be informed by a communication strategy.
	Further work will be required to fully understand the specific impact for each user once Cabinet has agreed on the future direction of the service. At this stage, each proposed change to routes will be able to be assessed in terms of its impact on travel times for the individuals affected and the protected characteristics of those affected. Depending on the level of change, risk assessments for each child/service user may be required and appropriate arrangements put in place to ensure that individual needs continue to be met.
	Whichever option is chosen in terms of future service change of the Passenger Transport Service, a number of improvements to the service have already been identified in the following areas:
	 Transport Commissioning Team [TCT] development and structure. TCT systems and processes, including ICT development. Contract management. Specific development of the adult's passenger transport contract. Customer delivery and stakeholder engagement. Financial management and efficiencies.

	A key element of work travel strategy which in				•	implementation of a			
ection 07	Action Plan	Action Plan							
Action Plan	Issue identified	Action (s) to be taken	When	Lead officer and borough	Expected outcome	Date added to business/service plan			
	Effective communication will be key to allaying concerns, managing expectations, and combating rumours	Regular update is sent out to all service users and stakeholders, as well as being made available online to the general public. Continued focus group meetings (e.g. the Passenger Transport Working Party) with remit to disseminate information	Monthly	Transport Commissioning Team	This would allow both regular invitations of feedback and contact information, and updates on progress.				
	Any change to provision, whether in terms of crew or timings, may impact not only on the service user (distress resulting from disruption to their routine) but also on caring arrangements, whether formal or informal.	Individual service users and their carers are contacted at an early stage with regard to their personal situation. Existing work to carry out specialist assessments of travel need are reviewed and updated where required.	Prior to "go live" date for new contract	Undertaken by TCT and HFPT, as part of the approach to scheduling and risk assessment.	Proactive approach to responding to the issues raised can mitigate the impact.				

Further work required (post decision) to condesign change service and to assess their spimpact	to be developed. s to Specific changes to	Post - decision	Transport Commissioning Team	Clear plan for how and when service users can influence any changes to the service.		
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Section 08		
Chief Officers' sign-off	LBHF	
	Name: Andrew Christie	
	Position: Tri-borough Executive Director of Children's Services	
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	Telephone No:	
Key Decision Report	LBHF	
(if relevant)	Date of report to Cabinet: 1 st June 2015	
	Key equalities issues have been included: Yes	
Lead Equality Manager	LBHF	
(where involved)	Name: David Bennett	
	Position: Acting Head of Change Management	
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