

## **Appendix 2 - Consultation Report Proposed changes to passenger transport in Haringey Day Opportunities – Learning Disabilities Services**

### **Haringey Council sought views about:**

- Proposed changes to passenger transport in Haringey Day Opportunities – Learning Disabilities Services.

### **Methodology**

#### Pre-consultation activity

The Council recognised the anxiety caused by the proposals and the need to keep people informed as a way of minimising this through pre-consultations in October 2011, before the official consultation with users, parent carers and staff.

Correspondence was sent to users, relatives, carers and staff directly affected by the proposed changes as well as providers, voluntary sector colleagues and other interested parties once it was clear that the Council would be considering proposed changes to the delivery of these adult care services. This initial contact was followed up by meetings with users of services, staff, relatives and carers of Haringey Day Opportunities who were affected to alert people to the proposed changes to air and help shape the proposals that would be drawn up and formally consulted upon.

#### **Formal consultation activity**

Formal consultation with service users, parents/carers, staff and the trade unions and others ran for the best practice period of one month from 1<sup>st</sup>-30<sup>th</sup> November 2011.

Our consultation complied with our own Consultation Charter and Guiding Principles of Effective Consultation by:

- being carefully planned;
- being clear about what the consultation was about;
- being targeted at the community affected;
- using the right consultation methods;
- providing sufficient time for people to have their say;
- providing feedback; and
- being monitored and coordinated within the Councils consultation management system.

Our consultation sought to reach a wide-ranging audience. Letters were sent to all current/identified users of day service for adults with learning disabilities as well as next of kin, parent/ carers and staff in all of the day services affected by the proposal. We also identified and targeted a range of other voluntary sector and statutory partners and local independent sector providers of services. We used organisations such as Haringey Association of

Voluntary Organisations, MENCAP, community group representatives and the local online community in Haringey working to improve the way Health and Social Care Services are delivered.

The consultation was also promoted via the Learning Disabilities Adult Partnership Board and other such forums so that the message could be cascaded to as wide as possible an audience or considered by their membership.

Correspondence was sent out to coincide with information about these proposals being published on the Councils website.

There were several main channels for the consultation, as set out below:

- Emails and letters and telephone helpline; and
- A comprehensive web page was created to ensure people were able to read about the proposals and were kept informed of the consultation. The web page received 91 viewings.

### **Meetings**

A significant number of events, 10 in all, were held with users, relatives, staff and carers where individuals were informed of the proposals and the consultation and given the opportunity to discuss and comment on various aspects.

### **Workshops in Day Services**

A 2-week workshop with on average 150 service users in Haringey Day Opportunities, as some service users have complex communication and needs a significant amount of time to complete the questionnaire. This also included support from MENCAP advocacy and those with knowledge of the day service staff.

### **Consultation Questions**

We produced a targeted consultation questionnaire for Haringey Day Opportunities to hear from users, carers, staff, relatives, members of the public, voluntary sector colleagues and others who either did not chose to write-in or provide a formal response to the consultation. It was also a way of capturing equalities data that would help us to determine alongside the other information we had collated, the Equalities Impact of our proposals and for people who wanted to, to have their say anonymously.

## **Overall structure of the questionnaires**

The questionnaire followed a similar format and invited respondents to indicate:

1. Their support or opposition to the proposals;
2. Say what's important to them;
3. Reassurance to the questions; and
4. Provide details about themselves.

In total, some 300 questionnaires were produced. These were produced in both printed and electronic forms with copies made available for completion via the web page or sent out to users etc by post or electronically or handed out directly by the drivers.

The availability of these questionnaires was communicated via the webpage, email or through the post. Freepost envelopes were made available so that people could return completed questionnaires 'free of charge'.

We made sure that details of the web page as well as other details, including a single point of contact within the council ([Nicole.Paterson@haringey.gov.uk](mailto:Nicole.Paterson@haringey.gov.uk)) and telephone query line: 020 8489 1017 / 07967 336 117) were also made widely available should they wish, for more information or in order to have their say. We ensured that this information was included in initial correspondence and on the web page.

## **Equalities**

To fully understand who would be affected by proposed changes we completed comprehensive Equalities Impact Assessment which attached to the report for the Cabinet member signing. These helped us decide who and how we consulted.

## **Accessibility**

We produced information about the consultation in a number of accessible forms (other languages) on request.

## **Summary of responses:**

The outcomes of this consultation have been included along with the equalities impact assessment.

Our consultation sought to reach a wide-ranging audience and we received a good number and varied set of responses.

There was a total of 165 responses to the consultation questionnaire and a good many people attended the pre-consultation and consultation meetings and responded to or asked about the proposed changes at those forums. Seven users and one advocate completed the accessible version.

## **Survey Questionnaires**

Where numbers do not tally this equates to the fact that, for whatever reason, people did not choose to answer all of the questions. Percentages are either rounded up or down. It is evident from the numbers and comments that some people 'reassured' nonetheless took the opportunity to comment when asked to say why they were not reassured by the proposals. These views have still been included.

## **Analysis of the Questionnaire responses**

### **About the respondents:**

Of those who completed the questionnaires 12% (20) indicated that they used the service, 20.5% (33) were a relative or carers of a person who used the service, 54% (87) an advocate on behalf of a person who used the current service and 11% (17) completing the questionnaire on behalf of a community group or statutory organisation. Seven (70%) of those completing the accessible version of the questionnaire used the service.

The majority (over 80%) of all respondents were in the 25-59 age range. Six people (3%) were 20 years old or under and 22 (13%) 60 or over. Over 70% (121 of people - a high proportion given the number of relatives, carers and advocates who responded) indicated that they had a disability perhaps reflecting the fact that many of those completing the survey placed themselves in the position of the person cared for. 44% (72 people) said they were from a white background, 17 (10%) of respondents were Asian or Asian British, 44 (27%) Black or Black British, 7 (4%) mixed race, and 11 (7%) Chinese or from another ethnic group. These figures were 4 (40% white; 2 (20% Asian or Asian British, 2 (20%) Black or Black British and 1 (10%) Chinese or another ethnic background among 'accessible survey' respondents. 75 respondents were male and 87 female. Just over 20% of respondents indicated that they were best described as either Turkish, Arabic, French or other language speakers.

### **Responses to specific questions:**

#### **Statistical results**

Asked to what extent they were reassured that the person cared for would still be picked up and dropped off at the centre or day opportunities, the overwhelming majority 84.5% (136) of respondents were reassured. Only 6% (1) said they were not.

A similar number (80%) of people who completed the accessible-format survey also said they were happy with this assurance.

A similar number (142 (88%)) were reassured that we would be keeping the same escorts for pick ups and drop-offs.

8 (80%) of those completing the accessible format were also happy with this aspect of the proposal.

138 or almost 86% of people who responded said they were reassured that the person cared for would still go out to activities during the day in the community.

Respondents were reasonably evenly split when it came to the fact that some of the buses would have new drivers if the proposal went ahead. 55 (34%) said they were concerned, 28% (45) were not concerned and 57 (35%) were neither concerned nor not concerned.

Those completing the accessible version of the survey were evenly split between those happy (40%) that there would be some new drivers and unhappy (40%) at the prospect. 10% did not know. People were similarly split (20% Happy and 20% Unhappy) by the fact that they might be on the bus for longer than they were used to; 5 people (50%) said however that they did not know.

61 (37% of) people were equally concerned that we would not be able to be as accurate about pick up and drop off times under the new arrangements. However, 37 (23%) were not concerned or 58 (36%) neither concerned nor not concerned.

5 (50) of those completing the accessible survey said they were unhappy about this; only 30% were either happy or undecided.

Having said that, 74.5% (120 people) were reassured by the fact that we would plan ahead to try and make sure that the cared for person went to community activities they have been used to, 13% (21) did not know and 15 people were not reassured. 5 (50%) of those completing the accessible version of the survey said they were happy they would be told in advance when they would be able to go out in the bus, 3 (30%) were unhappy and 1 (10%) did not know.

Overall, 5 (50%) of those completing the accessible version of the questionnaire were unhappy about the proposed changes, 40% either were happy or did not know.

### **Narrative comments**

Some people said that they were reassured that the cuts would be small and pleased that some staff would be retained. Some respondents said that they or the person cared for were not picked up or dropped off by the transport so were unaffected by the proposed changes. Others said that they agreed with the proposed changes, that it was a positive move and that, if everyone worked together, it could be made to work. Conversely, others said the system had been tried before and had not worked.

Others were not worried so long as they or the person cared for were still able

to undertake the day opportunities they did not. Some thought a routine would be established and were confident this arrangement would be made to work.

Of those not, reassured by the proposal:

- Pick up/Drop off times

Some said that they understood the reason for the change but that it did not make their life any easier. Some pointed out they worked, attended college and therefore needed certainty around pick up and drop off times in order to plan their lives of get the cared for person ready. Others worried less about the timings than that they were kept informed of there was going to be a delay – good communication, for them, was the key.

- Activities

Some feared that promises would be broken or said that it was simply not good enough 'to try and make sure' that the cared for person was able to attend the community activities they were used to; the service cost a lot of money and their loved ones should be getting the service they deserved, they said. Others were doubtful the service could be maintained or that people would be able to attend the same activities as now if there were fewer buses.

- Change

Several carers and parents said how their loved one found it hard to cope with change and how a change in routine would be confusing, distressing or unsettling for them or could result in increased behavioural problems, particularly if they had to spend more time waiting around or longer onboard the bus than now. There were worries too that new drivers might not have the necessary experience of working with people with a learning disability and that there would presumably be training. Some queried what else would be changing.

## **Meetings**

**Users of Services, parents, carers** and others were instrumental in pre-consultation meetings in the 'look and feel' of the accessible version of the survey as well as simplifying the eventual questions so that they were comprehensible and meaningful.

Those who attended consultation and pre-consultation meetings expressed a range of views and emotions and explained the impact of redesigning the transport service for them and/or their loved ones or the groups and individuals whose interests they represented.

The following other comments were expressed/concerns raised at the various consultation/pre-consultation meetings that were held. Responses to Frequently Asked Questions are attached:

Many parents/carers and service users liked the existing transport arrangements and how the current support worker drivers knew the users and concerned new drivers would not know users or have sufficient understanding of their needs. Several people stated how they did not like or want things to change. There was however relief among some that the Council was not proposing to cut transport as a whole and that it was planning to keep escorts.

Some pointed out that current arrangements did not work for them and hoped for greater flexibility from the proposed scheme. Others said how they valued the current drivers/arrangements and how new drivers might find it difficult driving people with learning disabilities or worried about the lack of flexibility (drivers who would only drop off and go or asked whether the same driver) and wondered what the new hours of operation would be.

Most people were reassured that loved ones would continue to be picked up and dropped off from day opportunities and were reassured that users of services would still go out to activities during the day in the community. However, reassurance was sought that community activities for their loved ones would not be reduced.

Changes to pick up and drop off times and the fact that we could not be specific about them, worried others, including those from residential homes. Others said they were not worried so long as their loved-one continued to be picked up.

There was generally appreciation that parents and carers were being consulted. Several people said how they had appreciated the pre-consultation and wondered what, if anything, had changed and why therefore they were being re-consulted. Some however said what they said would not make a difference.

Some people asked about the rationale and savings behind the proposal and asked when the new arrangements would, if approved, start.

There were several practical questions such as whether those with more complex needs who currently needed/received a bus to themselves, would continue to receive such a specialist service. There were also questions about which users would be most affected by these proposed changes.

Some asked if buses would be replaced by cars or the Yellow buses used by Children's Services, if buses would be in use at weekends or could be hired out to make income.

**Staff** wanted practical information about the impact for them, including job losses, redundancy opportunities, whether if not driving they would be doing

their Support Worker role more often, remain in the same groups as now or why drivers with PCV licences couldn't simply pick up users of services en masse.



**FREQUENTLY ASKED QUESTIONS – RESPONSES TO MEETINGS WITH PARENT/CARERS PRE CONSULTATION 5<sup>TH</sup> AND 6<sup>TH</sup> OCTOBER 2011**

Serial	Question	Response	Status
	Have we used route optimisation before?	Yes we have we have contracted in a service to look at routes for the vehicles we are recommending to contract out. Person suggestion: From his knowledge of passenger transport and managing a contracted service he would recommend we also let the drivers look at the routes because route optimisation does not consider traffic jams and human knowledge of the borough.	
	Can you reassure use that we do not reduce the community activities for my son?	We can reassure you son will continue to go out however a service will need to plan our activities with the reduced bus system.	
	The current drivers have very good knowledge of the clients, they are supportive and flexible.	That is why we are proposing two systems to continue the continuity within the service.	
	The currently transport system does not work for me because I go to work in the morning, I use to drop my daughter to the centre but by the time I get there the centre is not open as yet. I now have to drop her to my mothers and sometimes she is kept	I would ask my operational managers to look into your concern.	

	waiting for a long time to be picked up sometimes 10.30am or 11.00am, she is always back home by 3.00pm.		
	I thought you were going to inform us that you will be cutting transport as a whole, thank you for considering our needs and discussing the options with us.		
	Save 1/3 by hiring – How?	Not a 1/3 savings but a 1/3 compliment of the fleet – i.e. about 6 contracted out. It is expensive to hire buses and employ drivers; it's cheaper to contract a bus and the driver together. It's not saving a 1/3 of the money but a saving.	
	The old module (route 4) if I have an appointment I have to leave my daughter in the foyer. (if I had my own home I couldn't). What about the new model?	The new model will give less flexibility. When people have appointments we will try and have arrangements when the user is picked up so the carer can attend the appointment. This could be a different route, or an earlier route as there may be two buses going to the same area.	
	Why new drivers?	The drivers come with the contracted out buses.	
	New drivers may find it difficult to drive people with LD?	We will be working with the Children's Contracting Framework in the Children's Services. We can't just hire out; we need to go through them. Which is why we are retaining two thirds of the current staff for those routes not contracted out.	

	There are all changes here and there; and personalisation they are “pumping” – down the road day opps. will be disappearing.	I am clear as Head of Service that day opportunities is an important function and form of respite for carers. It is far more expensive to support people in alternative accommodation than at home. Therefore it’s important for us to support people to care – so if there is no day opps. there is more cost to the public purse. But we have less money to spend therefore we need to look at value for money. The final efficiencies programme is as it is now; so no more on the horizon.	
	What carers say doesn’t make a difference.	The efficiencies have to be made but we can manage the impact. The eligibility criteria has always been critical and substantial.	
	Is Ermine Road still separate from the other services?	There has to be some element of separation due to service user needs. Maybe one route will change.	
	My daughter is picked up 8.45am - 9am will this change?	For specific needs (high support, challenging needs) there won’t be any change. 2/3 won’t change. On average most service users come to the centre at 10 -10.30am.	
	Which group of people will it change for?	This depends where people live and on route optimisation analysis (re people spending the least amount of time on the buses).	

	Will buses be in use at the weekend?	3 are used on the weekend e.g. by Community Support.	
	Couldn't buses be hired out (to make income?)	This is not our primary task as we don't have additional resources to do that.	
	Are the new drivers driving council minibuses or cars?	They will drive mini buses but the drivers are from Children's Service who have been through the Children's Service Framework.	
	Are they going to change the hours?	It's too early to say. 6 routes we won't be in our immediate control. We need to negotiate with the contractors. Drivers in post now won't change only the new contracted ones. No one in the day centre will lose their job unless they decide to leave. Some routes will change. We have routes at present which meet the needs of carers who go to work earlier. Therefore in the consultation with Children's Service this will be raised. When we have a framework of time we will inform carers.	
	The mini bus is late arriving at 10am or even 11.30am never at 9.30am and there is no apology.	This is the current model and is a specific case/route.	
	Some carers said they were happy with the current service – the driver/escort ring up if they are going to be late.	Its important that this is feedback to us and this is inputted to the consultation that we need to maintain this. People with specific pick up/drop off needs will keep things the same.	
	Some drivers say they are not supposed to take the client on or off the bus; only the escort is allowed to.	This depends on who has been trained; everyone should be. Drivers can help if they have been trained. The escort responsibility is to get the person from home on/off the bus; with team work	

		the driver helps. The Driver's Manual states that the driver should stay with the bus.	
	Are we using Children's buses? The yellow ones?	We will not be using the buses but their framework.	
	When will the new model start?	If passed by cabinet by April 2012	
	It might affect people having activities.	A good point. We need to reduce downtime. Activities in the community will not stop; this is part of the planning.	
	Will we end up with people who will only drop off and go?	No. Only the drivers of the new buses; we are not moving gradually to just pick up and go.	
	The temperament of the service user will be affected. We don't want the driver to change weekly or 3 -4 weeks. The same driver should be used for at least the term.	That's an important point; this will be discussed with passenger transport Service Framework. When managers are working out which routes will be contracted, they will consider these issues and level stability.	
	Will the system include taking people straight to respite?	This will not change.	
	I am currently happy with my driver in the service; he is very polite and calls when he is running late.	Thank you for the positive feedback.	
	The residential home where my son attends should be attending this meeting.	All parents/carers were invited to this meeting; we also have a meeting this afternoon for them to attend. We will be also holding formal meeting in November sometime.	

**FREQUENTLY ASKED QUESTIONS – RESPONSES TO MEETINGS WITH STAFF PRE CONSULTATION 20TH OCTOBER 2011**

Serial	Question	Response	Status
	Will staff lose their jobs?	No, Day Opportunities are holding a significant number of vacancies in the service. After speaking to my managers we have looked at the best way possible for staff to not lose their jobs. We need to find 0.5 of a post within the service. Some staff last year was offered voluntary redundancies last year if those staff still wish to consider voluntary redundancy please let the centre managers know or myself via email and I will liaise with Human Resources to plan with them our approach to the response. I do recognise that some of you would want to leave the service and this is an opportunity to make us aware. I cannot guarantee that your request will be supported at this time.	
	Allot of drivers have PCV licences can the drivers not just pick up service users in the large buses as a mass?	(Responses from staff) “No we don’t want to go back to the old model this will mean you are talking all other Support Worker Drivers out of a job who does not hold the license”. Thank you for your suggestion we would look at all possibilities staff have recommended.	
	You are just going to do what you, so it doesn’t matter what we say.	Today’s pre –consultation is to gather your ideas on the proposal, to help us compile the questionnaire I discussed with you earlier. If you have suggestions	

		you can book a meeting with me or the centre managers. Your points are very important. We will officially launch in November.	
	I have an activity were I take service users to gardening will I not get a bus because they really enjoy the session if I don't get a bus the session will not be able to run.	Currently we have 21 buses in the service. The managers of the service will need to look at the programme of activities we are currently running across services. Staff need to make suggestions/comments. The managers will then look at all suggestions and prioritise sessions in services.	
	We have a service user in our service that needs a bus just for himself because of his needs. Would he not have a bus anymore?	Some services the transport system will not change for pick up and drop off because of service users' needs. What we have to do better is planning our day activities.	
	Some service users can not travel with others. Would everyone need to be mixed together based on where they live?	Some services transport will not change base on the specialist knowledge and needs of the service users. We will look at all aspects and consider needs of the service users.	
	It feels like we are going backwards.	You have made a good point. Yes we are going backwards slightly, however with the staff/centre manager's knowledge we will try and keep some consistency.	
	We need to change; the current system does not work. The drivers keep the keys on them like it's their vehicles.	Okay, management would look into your concern.	
	Will the new model give us flexibility?	We have to be better at planning.	
	The current model does take up a lot of time with managers every day there could be a change in drivers for some reason.	We are only looking at contracting out a 1/3 of the vehicles. I don't envision much change in the system. We would like to keep the mini buses and escorts for consistency to the service users.	

	It's a lot of information to process.	Today's purpose is to provide you with information and we hope for you to come up with suggestions for changes that will benefit all.	
	Have you looked into reducing people's hours?	This could be a suggestion we can consider.	
	Too many words in the pre-consultation. The picture size should remain the same throughout.	Information noted	
	The words are too complex and should be simplified.	Information noted	
	The question should read we don't have as many buses as we did before	Information noted	

**FREQUENTLY ASKED QUESTIONS – RESPONSES TO MEETINGS WITH SERVICE USERS PRE CONSULTATION WEEK COMMENCING 17<sup>TH</sup> OCTOBER 2011**

Serial	Question	Response	Status
		<b>The service users found some questions/pictures difficult to understand and therefore made recommendations as follows:</b>	
	As opposed to generic pictures of centre, pictures should relate to individual Day centre		
	Picture of escort kneeling in front of guy in wheelchair – don't understand, do not feel it is representative of an escort	We have consulted with the advocacy service the picture represents a person supporting someone.	
	<b>Current model</b> – did not understand 2 and 3 - Change to what will happen now and the buses will still pick you up	Noted and changed.	
	<b>New model</b> - We are going to lose 3 <sup>rd</sup> buses –	At present it is difficult to change the number of buses	



	change to the amount of buses that the individual service would lose i.e. Ermine 2, Keston 1.	in service as we do not have the answer.	
	<b>What will be different</b> – Do not understand question relating to: - We cannot be as accurate about your pick up times:	Noted and changed.	
	Do not understand Q4, Please simplify.... Change to -It's possible that you may be on the bus longer than you are use to. How would you feel about that?	Noted and changed.	
	I don't want the buses or the drivers to change.	We will keep the same mini buses and keep the escorts only some drivers will change.	
	I don't like change.	We will try to have less change as possible and keep you up to date with changes. It's important you write your views on the questionnaire and tell us what you don't want to change. The programme coordinator is here to help you today.	
	I like the drivers we have now. I don't want new drivers.	We will still keep some support worker drivers and have some new ones.	
	Will we still be able to go out during the day?	Yes you will.	

### FREQUENTLY ASKED QUESTIONS – RESPONSES TO MEETINGS WITH PARENT/CARERS 9<sup>TH</sup> NOVEMBER 2011

Serial	Question	Response	Status
	Would this mean reduced activities in the day time?	With the old system could have made a decision on the day based on weather. We have to be better at planning our activities in advance.	
	I'm from a residential home, would the pick up and	At present we provide you with a small window to be	

	drop off time changes?	collected. We can not be accurate about the time residents will be collected, however we will let you know your window so the residents will not be up waiting for a long time.	
	Currently my son gets picked up at different times.	Currently there are road works on the St Ann's road area this could be one of the contributing factors, I will ask the assistant managers to look into your concern.	
	I received all the information I needed from the pre – consultation, has anything changed?	We have made changes to the survey based on information we received from parent/carers, users and staff.	
	I am happy that you want to keep the escorts that know all the service users this is very important.	Yes, we are trying to have less disruption as possible.	
	As long as my daughter still gets picked up I'm okay with the changes.		
	Will drivers lose their jobs?	No, we have vacancies holding in the service so we aim to use them so staff would not be in the position to lose their jobs. We have aimed for less disruption to the proposal. However if staff want to leave we cannot stop them.	
	I'm from a residential home my only concern about the current transport is that the buses do not always collect the residents on time and by a certain time staff will leave their shift.	We will try and aim to provide you with a window where the residents can be collected.	
	I have completed the survey we received via the transport, have I completed the correct survey?	Yes you have, the survey is also online for public consultation.	

## FREQUENTLY ASKED QUESTIONS – RESPONSES TO MEETINGS WITH STAFF 2<sup>nd</sup> AND 3<sup>rd</sup> NOVEMBER 2011

Serial	Question	Response	Status
	You mentioned before that voluntary redundancies will be opened to all staff.	Yes, I have to consult with the Union and Human Resources; however I wish to open up voluntary redundancies in day services to avoid compulsory redundancies in services. As you are aware the proposal to close Whitehall Street has been passed and staff have expressed their interest in staying in work. Some day service staff has expressed there want to leave. To help me plan ahead. I would like staff to email the day centre managers or myself by 15 <sup>th</sup> November 2011.	
	Do you know the exact number of buses we will lose in the service?	It's difficult to be exact in the number however so far we will be looking at contracting out 4-6 vehicle's in the service.	
	If I am not driving would I be doing my Support Worker role more often?	Yes you will.	
	Would I still be working in the same group I am now?	We will be looking at the needs of the service and were best to place the support worker drivers.	
	Would we keep the same mini buses?	Yes we will.	
	Is the survey online?	Yes, can all staff confirm if they received the delegated authority I have in my hand? The delegated authority explains in detail the transport proposal following the comprehensive spending review last year. We have launched the proposed changes on 1 <sup>st</sup> November 11, through the online questionnaires in an assessable format for service users. The questionnaire also for the public, staff and for	

		parent/carers. This will give you the chance to express your concerns and make suggestions to the changes.	
	Do you think this is the best way to avoid people losing their jobs?	Yes, a mixed service is best way to be more efficient with less money to spend.	