

Health and Social Care Select Committee

22 June 2018

Adults In-House Social Care Services 'Choices for the Future'

Report by Executive Director for Children's, Adults, Families, Health and Education (CAFHE) and Director of Adults Services

Summary

West Sussex County Council provides a wide range of social care services across West Sussex. Some are provided directly by the County Council which are referred to as in-house services and others are provided in partnership with other organisations. The in-house services include day centres, residential homes and a Shared Lives scheme.

Adults' in-house social care services are currently comprised of twenty one building-based services, with 900 people using services, 500+ staff, a countywide Shared Lives service with 90 paid carers, with a current budget of £11m.

The service supports people ranging from 18 to 104 years old with a wide spectrum of different needs and diagnosed conditions. There is not a "one size fits all" approach to supporting people to live the life they want.

There is a need to change the way the County Council delivers services to better meet the needs of people in West Sussex in the future as society is changing and people are living longer. People have fed back that they want different things and require different types of support at different points in their lives.

The service needs to be flexible, responsive and above all see people for who they are and what they can do. By improving the choice and control people have over their social care support and to build on their strengths, the service can develop and maintain what people can do. People should also be supported to be part of where they live, in their own community and to ensure they can be as independent in their daily lives as possible. This would also include connecting people into work, volunteering, education or using community based services and groups. The proposals detailed in the report are **not** about closing or reducing services but ensuring that they can better meet the changing needs of people in West Sussex in the future.

The focus for scrutiny

The Health and Adult Social Care Select Committee (HASC) is asked to consider the proposals for the future model and configuration of Adults' In-house social care provision in West Sussex, over the next five years and the outcome of the County Council's engagement with key stakeholders regarding the proposals. The HASC is asked to provide comment to the Cabinet Member for Adults and Health for consideration, prior to a planned formal decision in July 2018.

Recommendation

The Committee is asked to determine whether it wishes to support the proposals for the future model and configuration of Adults In House social care provision in West Sussex, taking into account the results of the engagement exercise, and provide any comment to the Cabinet Member for Adults and Health for consideration prior to a planned formal decision in July 2018.

1. Background and Context:

1.1 Historically changes and developments to the Adults' In-house services have been made in isolation. Plans for service changes have focused on separate customer groups (e.g. Learning Disabilities and Older People) and individual geographical areas only. Over the last 10 years around 11 separate reviews have been undertaken¹; not all reviews were completed and, while some delivered an efficiency saving, a revised staffing structure and/or service specification these reviews did not address:

- the changing and cross-cutting needs across customer groups (e.g. increase in older people with learning disabilities, and diagnosis of dementia);
- efficiencies available by bringing customer groups together and sharing resources (e.g. buildings, transport ,staff);
- how in-house service provision should fit with the wider strategic delivery of localised care provision to meet future demand and contribute to the West Sussex Plan priorities.

1.2 Services are perceived as being in a state of "perpetual review" and this has made it extremely difficult to attract investment needed from Capital and Corporate budgets, or develop any service vision outside 'single issue' reviews. This came out very strongly from engagement with staff, users of services and their families throughout this project. It is therefore vital that moving forward all recommendations made within this project continue to be closely aligned, monitored and reviewed within the context of the Adults' Strategic Commissioning priorities.

1.3 West Sussex has a greater than average proportion of people aged over 65, relative to the total population. This is most significant for the proportion of the total population that are aged 85 and over. This will continue to be the case over the next 20 years.

	65-74	75+-84	85+
West Sussex 2027	12.0%	9.7%	4.4%
West Sussex 2037	13.5%	10.2%	6.5%
England 2027	10.0%	7.5%	3.1%
England 2037	11.2%	8.0%	4.6%

¹ Best Value Review of Day Services (2006), Day Services Review (2007), Developing Day Activities Project (2009), Ball Tree Croft residential home, New Days New Ways LD day services review (2012), 2 reviews of New Tyne (2010 and 2015), 2 reviews of Marjorie Cobby House (2012 and 2016), Review of Specialist Day Services (2015), Burnside Day Centre (2014 – ongoing).

1.4 There are an estimated 3,194 adults with a moderate or severe learning disability in West Sussex with an increase of roughly 9% by the year 2030².



1.5 This is a relatively small increase in the number of individuals with a learning disability. However, the complex needs of people with moderate or severe learning disabilities can result in high costs of care. In addition, the provision of services is likely to be required over many years, as medical advances are increasing the life expectancy of people with a learning disability. People with a moderate or severe learning disability will need help in relation to their mobility, personal care and/or communication. They are likely to be in receipt of support, provided formally through public services or informally by family or friends.

1.6 The 'Choices for the Future' project launched in 2016, forms part of the wider Children, Adults, Families, Health and Education (CAFHE) transformation programme. It works closely across all of the current adults' transformation projects: e.g. Adults' Commissioning Strategy, Lifelong Services, Community-Led Support, Technology Enables Lives (TELS) etc., as well as other directorate and corporate initiatives. This project is also aligned with work on the reconfiguration of the Shaw contracts. The work in this project considers how best to develop and deliver service solutions & customer outcomes that:

- contribute to the delivery of objectives and ambitions in the West Sussex Plan, CAFHE and Adults' transformation programme; and
- contribute to sustainable and effective service solutions as part of the wider Adults' strategic commissioning plan.

1.7 The main objective of this project is to propose a model of modernisation to ensure that services are developed and delivered so they meet the changing needs and aspirations of people requiring the Council's support both now and in the future.

1.8 Following extensive engagement with customers, families and staff, over the last two years officers have worked with budget holders to:

- meet the outcomes wanted by people who use them and their families/carers;
- ensure compliance with legislation (e.g. Care Act 2014);
- reflect national and local best practice;
- define the purpose and function of an in-house service provision;
- meet future need so that in-house services complement but do not unnecessarily duplicate what the market can provide;

² Cost based on NAO calculation of £33,573 as average annual support cost for a person with Learning Disabilities

- use resources more effectively through the rationalisation of building usage and having a focus on population and need through joint service planning across customer groups. This includes building replacement, disposal and Capital investment at some sites;
- increase reablement and prevention and independence-focused services including a greater emphasis on short-term community-based day opportunities;
- contribute the priorities detailed in the West Sussex Plan 2017-2022.

1.9 The West Sussex Plan 2017-2022 serves as the overarching document that supplies the “golden thread” needed to ensure directorate, team and project plans resonate with and contribute to meeting its priorities and outcomes. It sets out its corporate commitments over the next five years within five key overarching themes. These set out a plan and priorities that address populations in West Sussex as a whole, with an ambition to “keeping residents safe, developing the economy and providing opportunities for all”³.

1.10 Work was done during 2016 and 2017 to engage with a number of key stakeholders to produce a set of ‘success factors’ for the project that contributed to the key priorities in the West Sussex Plan 2017-2022. These then formed the basis for a set of service principles that informed the development of the ‘Choices for the Future’ proposals developed for the in-house Social Care services and are summarised as follows:

<p>Putting the person first <i>Independent for later life</i> <i>A prosperous place</i></p>	<ul style="list-style-type: none"> • Reaching people earlier and being more accessible in local communities; • Helping people access community solutions and improve their connections with others to reduce isolation and loneliness; • To focus on need rather than customer groups and help people maximise their strengths to develop and maintain skills that will support independence and control; • Emphasising the importance of being highly responsive when people are in crisis and developing a plan that helps them to regain as much independence as possible
<p>Best use of resources <i>A strong and sustainable place</i> <i>A council that works for the community</i></p>	<ul style="list-style-type: none"> • Contribute to sustainability in the social care market place • Actively seek to build partnerships in the community to provide local solutions

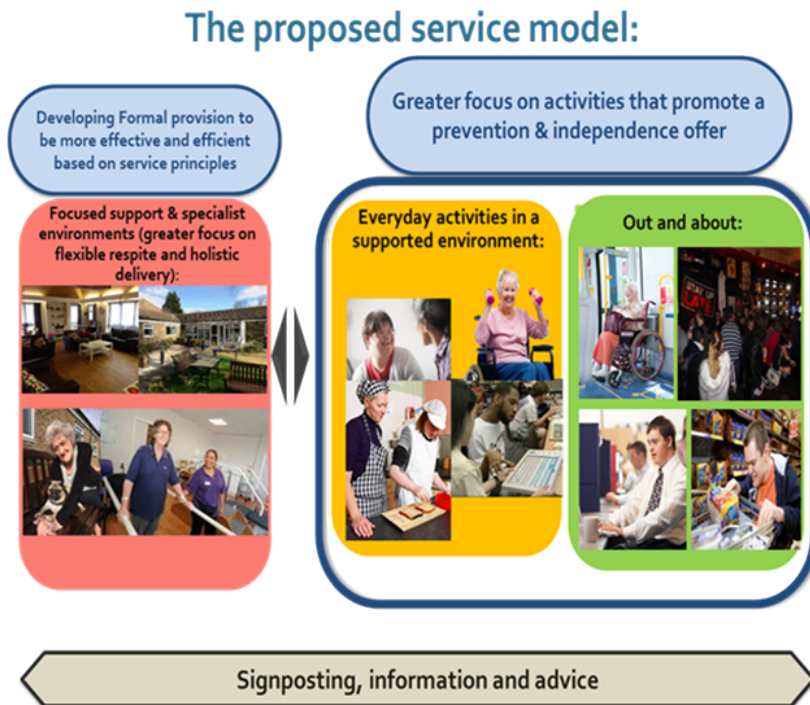
2. Proposal

2.1 It is proposed that a full programme of rationalisation across day services is implemented and solutions to ensure the sustainability of residential services

³ West Sussex Plan 2017-2022 – page 2

are achieved across the in-house provision. The service proposals are detailed in the 'Choices for the Future' booklet (Appendix 1).

2.2 The proposed service model can be illustrated as follows:



2.3 The following shows how the service model would deliver the defined 'success factors':

Putting the person first <i>Independent for later life</i> <i>A prosperous place</i>	Best use of resources <i>A strong and sustainable place</i> <i>A council that works for the community</i>
New features of the service model	Key deliverables
<ul style="list-style-type: none"> • Focusing on what people can do – their strengths and potential • To put the people using the services at the heart of decision making. • Provide services based on inclusivity rather than based on age and disability • Increasing people’s connections to their community – this may include connecting people into work, volunteering, education or using community based services and groups. • Building on and developing skills in the areas where people live to improve their local knowledge, experiences and opportunities 	<ul style="list-style-type: none"> • Flexible and quick responses – may include emergency responses, avoiding carer breakdown and acting as provider of last resort across the agreed provision when needed. • An increase in short stay outcome focused beds in residential, with long stay focusing on people with complex physical and behavioural needs • More day share and short stay opportunities in Shared Lives for older people and adults with a Learning Disability. • Less reliance on “specialist” buildings and greater focus on community based outreach work

<ul style="list-style-type: none"> • Being involved in and at the heart of communities 	<ul style="list-style-type: none"> • Increase people's ability to travel independently and make best use of any transport provided directly by the service • Partnership building – working and collaborating with other organisations to deliver better outcomes for people. • Measurable performance data that evidences the success and value of the services to Adults' Services and the WSCC plan
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2.4 The proposed programme would require a complete physical reorganisation of resources and would include the following:

Service Proposals:

Years			
Year 1- 2018-2019	Year 2 – 2019 to 2020	Year 3- 2020 to 2021	Year 4 and 5- 2021 to 2022
<p><i>*All decisions around residential/ 24hr care provision must be aligned with Adults strategic commissioning priorities (e.g. extra care, new models of care for people with disabilities etc.) and are subject to change</i></p>			
<ul style="list-style-type: none"> Transfer existing services at Maidenbower and Glen Vue to Shaw (Deerswood and Burley's Wood) and through other providers/ opportunities as needed (by Jan 2019). Merge provision at the Wrenford Centre with current Chestnuts Day Centre and Judith Adams sites and hand back Wrenford site to corporate stock (by March 2019) 	<ul style="list-style-type: none"> Merger of Coastal Enterprise, Coastal Workshop Rustington and Oaks into Laurels, Rowans and Glebelands. (by October 2019) *Build additional short stay rooms at New Tyne in Durrington. 	<ul style="list-style-type: none"> Merger of provision at Pines to Laurels, Rowans and Glebelands whilst works carried out on site. Investment in remaining day opportunity sites *Commence schedule of building 24hr provision: <ul style="list-style-type: none"> *Rebuild of residential/24hr provision (Hobbs Field in Horsham) including a day opportunity building. Site is to be determined. *Rebuild at Pines site. To include 24hr provision (replacing provision at Stanhope) & a day opportunity site. *Rebuild provision in Shoreham, replacing provision at Ball Tree Croft. Site to be determined. *Rebuild of 24 hr provision replacing Hammonds/Tozer and to also accommodate beds at Marjorie Cobby House (site to be determined) 	<ul style="list-style-type: none"> Disposal of Strawford site and move to new build Relocation to new Burnside site *Completion of new builds and disposal of Stanhope and Marjorie Cobby House sites.
<p>Process</p> <ul style="list-style-type: none"> 3-5 year programme of site rationalisation - no overall reduction of service provision to users Shared Lives – increased opportunities for older people, short stay etc. across the 5 year programme Full workforce review to support the new model (there will be workforce impacts) Programme of learning and development Ongoing co-production with key stakeholders Robust monitoring of performance management targets and outcomes Ongoing development with commissioning and contracts colleagues 			

2.5 This plan will be subject to change based on emerging priorities for Adults' Services as its strategic commissioning plan matures. For example Tozer House in Chichester (Learning Disability residential home) has already converted two long-stay rooms into short-stay provision to address increased demand and gaps in the market. This plan therefore needs to be responsive to what is needed and at the appropriate time.

2.6 The plan above includes an approach that separates out the work needed to deliver the defined change to day services and residential (24hr care) provision. This would be managed through 3 distinct but interconnected activity blocks:

Activity block	Years	Summary of activity
<p>Activity block 1 – Remodelling of Day Service provision and implementation of new Day Opportunity service.</p>	<p>1 to 3 – 2018 to 2021</p>	<ul style="list-style-type: none"> • Staff consultation • Reviews and transition planning for all users of day services. • All building services mergers to take place • New staff structure and programme of learning and development • Co-production the detail in the new model of provision • Monitoring 'success factors' • Delivery of efficiencies
<p>Activity block 2 – Aligning decisions/Capital investment for 24hr service with strategic priorities and Adults' Commissioning plan.</p>	<p>1 2018-2019</p>	<ul style="list-style-type: none"> • Priority plan for investment (commissioning led) • Decision re build type and location (i.e. Adults with Disabilities/Supported living, extra care, residential care etc.). • Delivery method (i.e. in-house, external, partnership agreement, other etc.) • Review of potential efficiencies from this block
<p>Activity block 3 – Consultation on and implementation of reconfigured 24hr service provision.</p>	<p>2 onwards From 2019</p>	<ul style="list-style-type: none"> • Full consultation on each proposal • Procurement • Building plans/schedule • Staff consultation • Reviews and transition planning for all residents and users of respite services. • Interim placements for existing residents (if needed) • New staff structure and programme of learning and development • Implementation • Monitoring 'success factors'

3. Resources

- 3.1 The above proposals will deliver natural efficiencies of £0.75m (£0.25m 2018/19, £0.5m 2019/20), which is in line with the savings targets that the County Council agreed in December 2017. These will be achieved through changes in day service provision and will arise as a result of changes in the staff structure and existing transport arrangements needed to meet the new ways of working. Ways of working will need to change and any impacts following a Cabinet Member decision to proceed will include formal staff consultation and full involvement of UNISON. It is important to note that the in-house budget within Adults' Services extends to care and directly-related costs only. All other expenditure is managed corporately in other parts of the County Council, so the project also has the ability to become an enabler of savings beyond the Adults' budget, for example in the cost of utilities, buildings maintenance, rent, waste management, fixtures, furniture and fittings.
- 3.2 There will be the potential for Capital receipts as the service moves from a 21 to an 11 site model.
- 3.3 There is capital investment expenditure required (approximately £2-3m)⁴ to ensure the remaining day opportunity sites proposed can cater to varying needs, deliver the agreed 'success factors' and are sustainable and fully accessible longer term. This funding is earmarked in the capital programme.
- 3.4 For the existing residential homes, the potential for identifying efficiencies are more limited at this stage, as the financial model is based on replicating the existing level and quantity of service with limited potential for rationalisation. However, once the Adults commissioning intentions and priorities are confirmed, there will be a need to align existing proposals with these commissioning priorities (e.g. extra care etc.).
- 3.5 This may secure additional revenue savings and might enable the County Council to reduce some of the capital investment that otherwise will be necessary to sustain these residential services.
- 3.6 Ongoing conversations are being had with the Head of Strategic Finance and the Capital Programme Manager to ensure the required Capital is understood and sourced in the most effective way.
- 3.7 The Operations Manager for Provider Services (Adults' In-house Social Care) has addressed the need for increased senior capacity to be able to deliver changes to achieve a more robust business type model which is fully person-centred. Over the last year the following roles have been established and will be crucial in implementing managing, reviewing and sustaining the new model and benefits identified:
- **Business manager** – responsible for full implementation of service level agreement arrangements, financial compliance and maximum

⁴ Please note that this capital amount is separate from the ongoing facilities maintenance capital programme for BAU priorities and excludes any provision for a rebuild of Burnside day service in Burgess Hill.

efficiency, income generation opportunities and business support to managers.

- **Quality Assurance lead** - responsible for development of a fully embedded quality assurance system, lead on co-production, embedding regulatory changes, liaison with Council contract and performance officers and performance/operational support to managers.
- **Performance and information officer** - responsible for implementing agreed processes and tools, collating and analysing data, producing reports to inform decision-making, supporting managers with use of IT tools and data production.

3.8 In addition there will be three service managers (one for each of the three operational areas) who will be responsible for daily operations and ongoing service development, and a time limited implementation lead for two years, to enable the implementation of the project and bring the service to a position where it can fund and sustain these roles from its core base budget.

Factors taken into account

4. Issues for consideration by the Select Committee

The Health and Adult Social Care Select Committee (HASC) is asked to consider and comment upon the detail contained in the report and the proposals for the future of Adults In House Service provision, taking into consideration the County Council's statutory duties

4.1 HASC is asked to provide a view on the sufficiency of the work completed to ensure the County Council fulfils its obligations and commitments to ensure all views are considered.

5. Consultation

5.1 Extensive engagement with all key stakeholders has been a key focus of this project.

5.2 During 2016 and 2017 officers have spoken to approximately 800 people as part of the initial scoping of project. This engagement focused on what was and what was not working within current services and what people thought "good" looked like for them in terms of future provision.

5.3 This included;

- **Satisfaction survey across all services** – (Jan to March 16) - response from 300 customers and 195 families/carers etc.
- **Staff sessions** - total of 13 sessions with 250 staff (March to May 16) and ongoing engagement during 2017.
- **Customer sessions** – involvement of 349 customers across all services (June 16)
- **Family and carer sessions** – total of 9 sessions with 110 families/carers (June 16)
- **Sessions with other Adult Services staff** – (July 16) met with 52 Social Workers, Occupational Therapist's etc.

- **Members** - email updates, Member days, Cabinet Member round-up etc.
 - **UNISON** – attendance at workshops, ongoing updates and engagement
- 5.4 In summary, customers fed back that they would like to do more and be as independent as possible, do “everyday activities” and be supported to achieve this in the way that is right for them. This included doing more in their local community and supporting them to live the life they want.
- 5.5 All customers, families/carers and staff felt that more should be made of the resources available, there should be more choice and the services should be open to a wider group of people. In addition the need for services to be flexible, responsive and easily accessible to avoid people needing more expensive services or getting to a point of “crisis” was a strong and reoccurring theme.
- 5.6 Common themes across this engagement activity showed that people wanted a service that:
- Allows easy and quick access to help and support
 - Is local and easy to find (part of the community)
 - Is flexible and responds to what customers and families/carers need
 - Provides services to the community - not just one customer group (mixed use of buildings)
 - Can support the prevention and independence agenda - some of whom may only require a short term service
 - Integrates and works with the wider community and helps people to access what is available where people live
 - Keeps specialist environments where needed
 - Makes the best use of the resources we have
 - Gets appropriate information and advice quickly and easily to customers and their families carers
- 5.7 All of the outputs from this initial engagement directly informed the ‘success’ factors and the service principles on which the proposals were shaped.
- 5.8 Officers have worked closely with UNISON at each stage of the project and UNISON has been actively engaged in the workshops and staff engagement.
- 5.9 Since March 2018, engagement and responses on the service proposals have included:
- 9 sessions with the in-house staff in April 2018 – 280 staff attended these sessions. Those that did not attend were engaged on the proposals at team meetings;
 - 14 sessions with families and carers during May 2018 – around 190 people attended this. All families and carers of people using the in house services were informed of the proposals;
 - 410 responses to the ‘Choices for the Survey’ (includes 115 users of Adults’ services);
 - returns from all Adults’ in-house services annual customer satisfaction survey;
 - 20 groups sessions with current users of the in house services on the proposals and 1 to 1 supported sessions where needed;

- engagement with affected local members and other County Members across April and May 2018;
- ongoing engagement with and presentation of proposals to the Adults' Customers and Carers Group;
- report from Healthwatch West Sussex detailing feedback from stakeholders;
- 22 responses directly into the 'Choices for the Future' email in box.

- 5.10 Overall, the in-house staff were positive about the proposals and felt it provided 'a clear and consistent vision' that ensured the 'future viability of the services'. In addition the majority of staff felt they 'had been listened to' and that the proposals 'feels like an inclusive model that is focusing on getting people to work together to achieve better outcomes for people'. Staff expressed concerns about impact on job roles, the importance of coproduction on the service model and the need to ensure enough time is given to deliver positive transitions for people using the services and their families. All of these issues are given priority consideration in the development of the implementation plan.
- 5.11 The majority of the family and carer sessions were positive with people understanding the rationale behind the proposals. In general the proposals around the residential services were accepted and families recognised and acknowledged the existing challenges and need for 21st century environments over the next five years. An increase in respite and short breaks was warmly welcomed and a priority for many. Families using older peoples day services in the Western and Southern area were relieved with the proposals as they had expected the under usage would lead to closures. They felt the proposed model was exciting and positive for the future.
- 5.12 The proposals for the Maidenbower and Glen Vue day services (Crawley and East Grinstead respectively) were challenged by a number of family members due to the potential disruption, uncertainty about the alternatives offered and potential of increased travel time for people using Glen Vue.
- 5.13 The response from families of people using day centres for adults with a learning disability was mixed largely due to concerns around potential disruption caused by changes, and how people would be supported in the community. However a large proportion of families attended were positive about the changes and felt a more localised offer was a good thing.
- 5.14 At present there have been 410 total responses to the 'Choices for the future' survey with 115 of those responses from users of Adults' care provision. We are expecting some more returns from users of the in-house provision and will include these in the final analysis later this month. Early indications suggest that there is very strong support for the 'success factors' or service principles that the proposals were built on (85% of respondents). There was a more mixed response on the individual service proposals. Overall, 47% of respondents agreed with the proposals, whilst 37% disagreed. Service users, however, were more positive. 58% agreed with the proposals, with only 22% disagreeing. 16% overall were unsure with 20% of service users also being unsure. The main areas of concerns are around the impacts change will have on people using the services, impact on families and cares and how people would be supported to go somewhere else to receive a service.

- 5.15 Early indication from the returns of the Adults' in-house services annual customer satisfaction suggest that the majority of people want more opportunities to go out into their community to access different activities, more opportunities to meet new people and increase their friendship circle and have more say and input in how they are supported and they want to achieve.
- 5.16 The focused sessions done with people currently using the service on the individual proposals needs further analysis as the method of engagement was different at each service dependent on peoples' needs. However early indications suggest a similar picture to the high level indications from the 'Choices for the future' survey and annual satisfaction survey.
- 5.17 A full analysis of the outputs from the engagement period will be sent to members in July 2018.
- 5.18 The County Council is committed to the delivery of the proposed service model being coproduced with users of the service, families and carers, staff and other key stakeholders throughout the five year plan. In line with its responsibilities under the Care Act (2014) there will be a review to assess everyone's needs and these will be done with the person and their families to find the best solution and ensure a smooth transition. The County Council will ensure ongoing involvement, engagement and review of the progress of the in-house day service changes and consultation on any closure and subsequent rebuild of Adults' in-house residential sites.
- 5.19 The report from Healthwatch West Sussex included a request for more information around the previous engagement and methodology around the proposals. A full response was sent to Healthwatch and the issues raised are covered in this report.
- 5.20 The 22 responses received directly into the 'Choices for the Future' email inbox exclusively related to issues around the proposals for Maidenbower, Glen Vue and Wrenford. Of these 4 related to Wrenford, 4 related to Maidenbower and Glen Vue jointly and 14 related to Glen Vue only. Of the 14 relating to Glen Vue 11 were concerns about the future of external groups currently using space at Glen Vue.
- 5.21 One of the service principles developed which informed the proposals is to make best use of our resources and ensure we don't unnecessarily duplicate services. In the Crawley area our partner (Shaw Health Care) already provide day services and the County Council will work with them to offer places to people currently using Glen Vue and Maidenbower, at their Burleys Wood and Deerswood lodge services. The County Council understands that not everyone will want to go to Burleys Wood and Deerswood Lodge or that it will suit everyone. What the solution or provision will be for each person will be dependent on the outcomes of the individual review.
- 5.22 The County Council day service that is provided from the Glen Vue site in East Grinstead is in a Mid Sussex District Council owned building and is currently leased from them. This service currently serves six people in total and provides a daily service to approximately two people a day. The demand

for this service has been decreasing over the last two years, despite continued efforts to promote the service. The County Council recognises that Glen Vue is more than just the small day service that is currently provided. There are a number of external groups, who currently use the space at Glen Vue for free and the County Council fully recognise the need to work very closely with Mid Sussex District Council and all groups currently sharing the space at Glen Vue to identify the best option going forward so these groups may continue to provide their valuable service.

- 5.23 A group of families representing 21 of the 71 people using the Wrenford day centre for adults requested a separate meeting as they strongly opposed the principles behind the proposals and felt that the current building should remain and be invested in. This meeting was held on 29 May 2018.
- 5.24 The proposal to move the Wrenford day service into both Judith Adams day service in Chichester and the Chestnuts Day Service in Bognor Regis was the only significant challenge with the proposals for the day centres for adults with learning disabilities.
- 5.25 The majority of people currently attending the Wrenford service live in Bognor Regis (58%) and the move would reduce travel time for many and allow greater opportunities for people to get out and access things in the area where they live and gain independence skills in line with service principles. A commitment was given at the meeting to work closely with users of the service, families and carers to carefully consider friendship groups, suitability of environments, parking and resources that would be transferred to the Chestnuts and Judith Adams centres.

6. Risk Management Implications

- 6.1 The service proposals in section 2 set out the desired changes moving forward.
- 6.2 The table detailed in Appendix 2 sets out the expected benefits, the rationale for those benefits, the potential risk in delivery and how those risks would be managed.
- 6.3 This is regularly reviewed and updated at each stage of this process and this would continue across the proposed implementation plan.

7. Other Options Considered

- 7.1 Options were considered against each of the agreed 'success factors' and a range of evidence was collated across the life of the project. This included population data, service usage information, unit costs, comparable provision in each and detailed condition and architect reports for each building.
- 7.2 An evidence matrix was developed for each service. The evidence matrix considered the following for each service: -

Is the current service model effective and efficient?

- 👤 Unique service offer (it has a strong market position)
- 👤 The service occupancy is good
- 👤 The service is full to capacity
- 👤 Predicted increase in demand is immediate
- 👤 The unit cost is competitive

Is the current building suitable?

- 🏠 Level of investment in building is reasonable
- 🏠 The building meet changing customer needs/required delivery model
- 🏠 The building space is well used
- 🏠 The building location is good

7.3 The evidence base collated confirmed what had been suspected for some time:

- demand is predicted to increase across all geographic areas in the next 20 years although this happens earlier than others in some areas some areas (e.g. Crawley Borough has one the lowest levels of current demand as well as the lowest increases in long-term support over the 5 and 20 years. This is a factor of the much younger demographic of Crawley);
- there is better external provision in some areas than others;
- there is some over provision in some service types (e.g. older people's day services) and some under provision in others (i.e. short stay, particularly in the north) in others within the current in-house services;
- in-house services were generally cost competitive around short stay, complex care and shared lives but more expensive for long stay beds and day services;
- learning disability residential & Marjory Cobby House is currently fulfilling a rising need for much more crisis and short stay requests;
- People's needs are changing and living longer – over 50% of people using the in-house residential services are over 65;
- buildings are generally under invested in and are not able to meet people's needs in some places. An estimated £15m is required over the next five years for business as usual maintenance;
- 55% of the available space in the day service buildings is not being used and easily accessible – five out the seven Learning Disability day service buildings are placed on industrial sites.
- six of the seven in-house residential homes will not be able to meet the needs of people using the service over the next five years and four of those require a full rebuild.

7.4 Each service was considered individually across four main options. These options reflected the most common areas explored during local authority reviews of adults in-house provision reviews across the South East:

1. do nothing;
2. programme of outsourcing to external market across all in house services;
3. close non-statutory services (day services);
4. a full programme of rationalisation across day services and solutions to ensure the sustainability of residential services are achieved across the in-house provision

7.5 These were then considered against each of the agreed 'success factors' and an analysis of the benefits and risks was done for each option:

Success factors	Option 1 Do nothing	Option 2 Programme of outsourcing to external market across all in house services	Option 3 Close non-statutory services (day services)	Option 4 Full programme of rationalisation across day services and solutions to ensure the sustainability of residential services are achieved across the in-house provision
A. Reaching people earlier and being more accessible in local communities;	Red	Green	Red	Green
B. Helping people access community solutions and improve their connections with others to reduce isolation and loneliness;	Red	Yellow	Red	Green
C. To focus on need rather than customer groups and help people maximise their strengths to develop and maintain skills that will support independence and control;	Yellow	Green	Red	Green
D. Emphasizing the importance of being highly responsive when people are in crisis and developing a plan that helps them to regain as much independence as possible	Red	Red	Red	Green
E. Contribute to sustainability in the social care market place	Red	Yellow	Red	Green
F. Actively seek to build partnerships in the community to provide local solutions	Yellow	Green	Red	Green
Summary RAG	Red	Yellow	Red	Green

- 7.6 A more detailed breakdown of the areas assessed can be found in Appendix 3.
- 7.7 Doing nothing (**Option 1**) is not a viable option given the projected demand upon services and state of the Council's building stock. The areas of improvement needed will become worse and delivery will be untenable in around 50% of the Council's buildings within five years.
- 7.8 Whilst there are a number of positives around **Option 2**, the current backdrop of market supply, fragility in some areas and lack of interest in short term complex services means that this is not viable at present. However, continued exploration of opportunities to develop innovative partnerships with a range of providers and partners is part of the preferred approach.
- 7.9 **Option 3** creates the biggest risk around political and public opposition and costs would potentially increase. As sufficient supply in the market does not currently exist there would be no guarantee of finding solutions for people. It would reduce capacity as a whole within the social care market. In addition given that a large number of people using the services have complex needs there is a risk of increased family/shared lives breakdown due to the respite that day service services provide to families/carers not being available

7.10 **Option 4** represents the proposals that have been put forward. It is considered that this is only credible option that has the ability to fully deliver on the success factors and ensure full alignment with commissioning priorities across Adults' Services and CAFHE as a whole.

8. Equality Duty

- 8.1 An Equality Impact Report (EIR) has been completed, is regularly reviewed and updated at each stage of the process and is summarised in this report. This would continue across the proposed implementation plan.
- 8.2 The proposals are built around service principles that were designed by people using the services, families and carers and have a strong focus on people's strengths and delivering their desired outcomes. The new model will no longer segregate customers by label and services will focus on delivering services that focus on customer outcomes.
- 8.3 In the high majority of cases the proposed service configuration means that locations are closer to people's home and in their community. This increases opportunities for the service to work with people and the community to increase people's access and independence where they live. People will be fully supported to develop skills to maintain their independence including independent travel wherever possible. This will also include access to work.
- 8.4 The service will also be working with people to help reduce social isolation and loneliness in older people and will work with them to be as active in their community as they would like to be.
- 8.5 However, specialist environments will remain for those who need them and the service is seeking Capital investment to ensure the buildings retained are both sustainable and fully accessible.
- 8.6 Transition into new services and environments will be carefully managed and planned with all key stakeholders. Throughout the implementation, expert advice from staff, colleagues as well as regular involvement of and feedback from families/carers and customers will be a key part of the process.

9. Social Value

- 9.1 A Sustainability Appraisal has been drafted and this will be regularly reviewed and updated at each stage of the proposed implementation plan.
- 9.2 The proposals include the recommendations to rationalise the current building stock and reduce the number of buildings the services operate from. This will reduce energy usage across the services and would also reduce the amount of waste produced at present.
- 9.3 Services will be integrated into more centrally located buildings nearer to where people live as well as developing a more community-based model. This will reduce the current use of Council specialist vehicles and travel time, whilst increasing the opportunities for people to be supported to achieve independent travel. This would have a positive effect through reduction of transport emissions.

- 9.4 A key driver behind the project is to ensure that the changing needs and requirements of the residents of West Sussex are successfully met through this work and to focus on social inclusion, community-based activities and reablement. This includes an ambition to recruit local younger people into the Health and Social Care sector, to ensure that it will be an attractive career path that will ensure long term sustainability of the workforce.
- 9.5 The aspiration is to put the services at the heart of the community. Increasing opportunities for volunteers from all walks of life, including opportunities for people who use our services to participate in voluntary activities will help to ensure that local knowledge and experience is maximised.

10. Crime and Disorder Implications

10.1 None

11. Human Rights Implications

11.1 None

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Contact:

Appendices (documents which are critical to the decision)

1. 'Choices for the future' information booklet.
2. Benefits and risk table
3. Options considered against success factors.

Background Papers - None