Executive Summary
In December 2013, the Cabinet Member for Adult Social Care and Health agreed to review all WSCC day services for adults with learning disabilities, with the key aim of improving services for present and future customers. The Cabinet Member agreed for options to be developed for the future of the services, principally to consider:

- how well services were meeting customers’ needs and desired outcomes (e.g. meeting a diverse range of needs under one roof, transport arrangements, the need for modernisation in line with best practice);
- the level of demand for some of the services from customers and their families (and local alternatives in the independent sector);
- limitations around the design and condition of some of the buildings, interior and exterior environments and their location;

This report seeks approval to consult customers, carers and stakeholders of Burnside in Burgess Hill and sets out the basis and a plan for the consultation. The consultation will seek views on options for the future of this service. Specifically, the consultation will seek views on the commissioners’ preferred option; To close the building when alternative services have been identified for all existing customers. This consultation follows a period of engagement that has included a number of meetings with customers, carers (and Shared Lives carers) and staff.

The report makes recommendations for the future development of services at Coastal Workshop Rustington (CWR).

Recommendations
1. To approve the consultation proposal on options for the future of the service at Burnside in Burgess Hill;
2. To approve the proposal for the future development of services at Coastal Workshop Rustington (CWR); and
3. To agree that there should be no investment in further improvements to the Burnside building (other than essential maintenance works) pending the final decision on the future of the service.
1. **Background and Context**

1.1 The primary focus of this report is Burnside and Coastal Workshop Rustington (CWR). Reviews of the other WSCC day services (Strawford, Wrenford, Coastal Enterprises, Pines and the Oak Community Project) will be undertaken as part of future phases of the day services review programme, in the context of customers’ needs in each locality and the wider market for day services. Information relating to each of the seven day services has been collated in a ‘desktop analysis’. This includes information about customers using the services and information about the services and facilities. *The information, with respect to Burnside and CWR, is available as background information to this report.*

1.2 The work to review each service in detail and involve stakeholders in the development of future options is being phased. Priority for phase 1 was given to those services where the condition of buildings necessitated more urgency. These were Burnside and CWR.

1.3 The engagement process has included initial open briefing meetings, then focussed engagement sessions with different stakeholder groups – customers, parents and carers, shared lives carers, staff, and volunteers. Advocates were involved as appropriate. The engagement sessions sought views about what stakeholders value most about the services, what could be improved to make the services better for the future and about options for the future of the services. *A summary of the feedback received and the materials developed to support the engagement process, are available as background information to this report.*

1.4 Taken together, the desk top analysis and engagement process has informed the development of options for the future of the services. It is proposed that stakeholders are formally consulted about these options. This is outlined below, together with a rationale for a preferred option.

2. **Future and preferred options for Burnside (Burgess Hill)**

2.1 For the purposes of engagement with customers and stakeholders, three options were presented (I) To do nothing and carry on as usual (II) To improve the buildings and develop the services (III) To find and/or develop alternative services for customers and then when all customers have chosen alternative services that meet their needs, to close the existing building. Whilst commissioners are clear that Option (I) is not, in reality, practical or feasible for the long term, it was considered helpful to include this option as part of the engagement discussions, to support customers to engage with concepts of change i.e. some options would involve more change than others.

2.2 Preferred option for Burnside: *To develop and find alternative services for customers, then close the existing building. As a consequence to cease investment in further improvements to the Burnside building (other than essential maintenance works).* Day services will be developed to meet the needs of current and future customers living in the Burgess Hill area as well as the North-east of West Sussex. Work is
underway to develop a clear understanding of the current and future needs of customers in this locality to inform the development of suitable alternative services. This work will continue during the consultation period, involving customers, carers and other stakeholders but without prejudice to the outcome of the consultation. It is known that around 80 people with learning disabilities live in the Mid-Sussex district and around 70% of current Burnside customers live in or around Burgess Hill. Work to develop alternative services will therefore consider the provision of a community facility (together with a modern service model in line with best practice and suited to the needs of current and future customers) in Burgess Hill. Social work led assessment and support planning will also be undertaken with current Burnside customers following the consultation period and prior to any change in service provision.

2.3 Other service development and community partnership opportunities will also be explored in the north-east of the county, in order to provide as wide a choice as possible to current and future customers and closer to their local community. These options, together with existing service options (including existing day and community services, employment support, personal budgets and direct payments) will be discussed with customers (and their parents/representatives as appropriate) as part of the social work led assessment and support planning. When all Individual Service Review meetings have taken place and all Customers have alternative services agreed, a closure and disposal plan for Burnside will be implemented.

3. Future and preferred options for Costal Workshops Rustington (CWR)

3.1 A similar engagement exercise was undertaken with customers and stakeholders of CWR.

3.2 Preferred option for CWR: To improve the building and develop the service. The longer term development plan for this service will be taken forward as part of the future review process (see 5.1) incorporating a review of customer need and the wider market for day service provision in the coastal West Sussex locality. The current lease for the CWR building runs until 2018. The option to close the building was considered but the cost of surrendering the current lease does not represent best value for taxpayers’ money (see 7.8). It is also recognised that a number of customers particularly value the ‘small scale workshop’ atmosphere currently provided at CWR. The necessary improvement works to the CWR building will now be undertaken.

3.3 On the basis that no service change is proposed for Costal Workshop Rustington, it is not proposed that there will be any further consultation exercise in relation to this preferred option.

4. Consultation

4.1 A 12 week period of consultation is proposed about future options for the Burnside service. The consultation will include:
• A stakeholder questionnaire, in easy read format for customers, which will provide an opportunity for individual stakeholders to have their say on the options.
• Further face to face meetings with customers, carers and other stakeholders as appropriate.
• A postal and email address for stakeholders to send in written comments.

4.2 The consultation will include the local members for the area and members with particular interest in learning disability service provision.

4.3 The Cabinet member decision about the future of the Burnside service will take into account the consultation feedback received, the impact in relation to customer needs and expectations and the duties owed in terms of persons with protected characteristics as part of the Public Sector Equality Duty.

5. **Future reviews**

5.1 Following the consultation and the development of implementation plans for Burnside, a plan for the future phases of the review of the remaining five learning disability day services will be developed. The plan will set out anticipated phasing and timeframes for the work and key objectives to be achieved, in line with commissioning intentions. Plans will reflect current and future needs in each locality, local market conditions, best practice considerations and available resources with an agreed service specification.

6. **Business case**

6.1 A business case for the future options for day service delivery will be developed. The business case will include reference to:
- Unit costs of in house provision and price and quality benchmarks for similar services in the independent sector;
- Flexibilities offered by different models in terms of service delivery (responding to changes in need and demand), costs, income and partnerships;
- Potential for delivering efficiencies in the future, to ensure long term competitiveness and sustainability;

7. **Resource Implications and Value for Money**

**Revenue**

7.1 The Learning Disabilities budget operates on a pooled basis between the County Council and the Clinical Commissioning Groups in West Sussex. Currently 81% is funded by WSCC and 19% by the CCGs.

7.2 Future service provision will be provided within existing budgets.

7.3 All options to deliver services more efficiently will be explored as part of future service review and service development, including;
- Providing services in sustainable, cost efficient buildings
• Reductions in transport costs by providing service options closer to where customers live
• Utilising community assets and developing community partnerships

7.4 The preferred option for Burnside would have an impact on the in-house workforce based at that centre. A staff group of approximately 12 (full time equivalent, predominantly support workers and care officers) is currently carrying out support activities. It is too early to be specific about the staffing implications of the preferred option for Burnside. At this stage the range of possible impacts include changes in workplace, changes in work patterns, changes in employer (in the event of an outsourcing, reference section 6.1 above) or if there were staff reductions in-house, the risk of some redundancies. The latter is always a last resort, and would involve redeployment to mitigate this risk. The actual implications will not be known until the outcome of the public consultation is known and a business case has been developed for the delivery of services. This will be in the new year. Until then the existing mechanisms to ensure staff continue to be involved and are kept informed of developments will continue.

7.4.1 UNISON have been kept informed of the progress of this work and have had opportunities to be involved in the engagement work to date in particular. The commitment to work with UNISON is set to continue to enable UNISON to have the opportunity to properly represent their members’ views and expectations throughout. Customers at Burnside value the service they receive from the current workforce and UNISON are keen to ensure that as part of the business case for future options for day service delivery, in-house options are given fair consideration.

Capital

7.5 The Burnside building is beyond its economic lifespan and economic state of repair. Whilst a full structural survey has not been undertaken, the anticipated costs of bringing the premises of Burnside up to compliance and best practice standards, acceptable for modern services for people with learning disabilities, and the anticipated cost of future on-going maintenance, are not seen as best use of public funds.

7.6 It is likely that capital expenditure would be required to ensure any new facility identified in Burgess Hill, or other location, meets with the necessary minimum requirements and preferred building specification. This will be identified should the preferred option be pursued.

7.7 A capital receipt would be generated from the sale of Burnside. In line with County Council policy, any capital receipt would go back to the County Councils’ corporate capital budget.

7.8 The current lease for the CWR building runs until 2018. Rent on the lease is £13,500 per annum. The cost of surrendering the current lease is estimated to be in excess of £60,000, including dilapidation repairs under the full repair lease terms. From the County Councils’ capital budget, £10,000 has been identified for necessary repair works to the CWR building, to ensure a safe and fit for purpose environment for customers.
8. **Equality Impact**

8.1 The focus of this commissioning project is service development and ensuring the best approach to future service delivery. Whilst it is recognised that any change can be a difficult process for customers and families, outcomes in terms of quality and customer experience are anticipated to be positive.

8.2 Customers have been extensively engaged as part of the review process and further consultation is planned. Information relating to the protected characteristics of customers will be used to inform future commissioning and service development, to ensure future service specifications are sensitive to customers from minority communities. There are significant minority ethnic communities in the north of the county, as highlighted in the Equality Impact report. The consultation process will capture any additional information relevant to inform the final decision in terms of equality impact.

8.3 An Equality Impact report has been completed and is available as [Appendix I.](#)

9. **Social Value**

9.1 The review process and future commissioning and development of day services will make reference to WSCC policy on social value and will take full account of the social, environmental and economic impacts of any decisions upon the local communities concerned.

10. **Risk Management Implications**

10.1 Some customers may find coping with change difficult. This will vary according to individual customers’ needs and preferences. This will be mitigated by on-going staff support and continued involvement and engagement of customers and carers through the review process and any subsequent changes to services.

10.2 Identification of suitable alternative services for customers. This is mitigated by the work to assess the needs of current and future customers which will inform the development of suitable alternative services. Service specifications are in development along with a process for identifying suitable alternative facilities in the community. Person centred support with customers and families (through the assessment and care management process and work with service providers) will ensure suitable services are identified for each individual when required.

10.3 Campaign groups may misunderstand proposals, which could alarm customers and families. This is mitigated by extensive engagement with customers and carers during the review process. The review process has had a clear focus on service improvement and delivering better outcomes for customers.
10.4 Any proposed changes to the way services are provided brings the potential for unsettlement, in particular where the actual implications on the in house staffing team are unclear. The efforts to date on engagement and communications with staff will continue, providing regular opportunities for staff to be involved and kept informed of developments. Alongside this there is a commitment to enable UNISON to input to this work. This has worked well so far and will continue through the key stages of this work. Together these approaches will help to mitigate the risk of a downturn in staff morale.

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Appendices
Appendix I – Equality Impact Report

Background Papers
1
a) Desk top review information Burnside (Factsheets)

b) Desk top review information Coastal Workshop Rustington (Factsheets)

2) Stakeholder engagement information

Cabinet Member for Adult Social Care and Health- Decision Report December 2013
http://www.westsussex.gov.uk/your_council/meetings_and_decision-making/executive_decisions.aspx