

Decision Pathway – Report



PURPOSE: Key decision

MEETING: Cabinet

DATE: 10 May 2022

TITLE	Adult Social Care In-House Rehabilitation Service Review – South Bristol Rehab Centre		
Ward(s)	All wards		
Author: Stephen Beet	Job title: Director – Adult Social Care		
Cabinet lead: Helen Holland, Cabinet Member Adult Social Care and Integrated Care System	Executive Director lead: Hugh Evans, Executive Director - People		
Proposal origin: City Partner			
Decision maker: Cabinet Member Decision forum: Cabinet			
<p>Purpose of Report: For Cabinet to approve the proposals for the Council’s adult social care in-house rehabilitation service in the context of future health and care system intentions for community-based intermediate tier discharge to assess / ‘step down’ services, specifically related to the delivery of the service in the south of Bristol and to close the South Bristol Rehabilitation Service.</p>			
<p>Evidence Base:</p> <ol style="list-style-type: none"> 1. Bed-based rehabilitation care and support services are not typically a function of local authorities. Partners in the health and care system are better equipped to provide these elements of rehabilitative care and support. At present, Bristol City Council partially delivers the existing service in partnership with the community health provider Sirona Care and Health (‘Sirona’), which provides clinical services including therapies. (The Council does not directly employ clinical staff.) There is consensus across the health and care system that, the Bristol North Somerset and South Gloucestershire (‘BNSSG’) community health services provider, is best placed with the necessary skills and facilities to fully deliver this aspect of the service in the future. 2. Bristol City Council’s South Bristol Rehab Centre (‘SBRC’) no longer provides suitable accommodation to deliver this type of service. In recent years, the average level of need of service users has changed, with higher acuity need being commonplace. The current accommodation cannot meet these presenting requirements. Typically, SBRC only runs at a 60-70% occupancy level. 3. In May 2021, Sirona took on operational responsibility for the 60 bed South Bristol Community Hospital, creating additional system wide capacity for the delivery of rehabilitation services. Sirona is already commissioned and funded by the Clinical Commissioning Group (‘CCG’) to deliver a full rehabilitation service from this site. In the latter half of 2021, Sirona had been unable to fully open all the rehab beds due to a staffing shortage. Since February 2022 however, the beds have been fully open. 4. In addition, in March 2022 health system partners decided to locate a new Specialist Stroke Rehabilitation Unit at South Bristol Community Hospital, which is likely to use 25-50% of the available bed capacity. 5. BNSSG CCG rehab bed modelling provides evidence that South Bristol Community Hospital sufficiently meets projected demand. This modelling demonstrates that the closure of Bristol City Council’s South Bristol Rehab Centre would not have a negative impact on the overall capacity within the pathway model. The capacity lost 			

from the South Bristol Rehab Centre would be compensated for by South Bristol Community Hospital facilities, which are better equipped to meet the needs of service users. There is a risk of some short-term disruption to available beds during the closure period. This has been raised with the CCG and will be closely monitored throughout the process.

Staffing issues.

6. Although Sirona previously proposed a transfer of Bristol City Council rehab staff at SBRC to the South Bristol Community Hospital, there have since been changes to both the types of service they will be providing there and the scale of staff shortages they are experiencing, as noted above. This change of circumstances means that a TUPE arrangement to transfer BSRC staff to Sirona (as previously mooted in the Cabinet report of 18 January 2022) is no longer applicable.
7. Sirona is now proposing to offer Bristol City Council SBRC rehab staff a preferential recruitment process to join their rehabilitation team, and the ability to retain any current continuous service benefits if they move to Sirona. This provides immediate direct employment opportunities for Council staff, and potential future career opportunities within Sirona and the broader NHS.
8. For SBRC staff who are not interested in rehabilitation roles within Sirona, or who are not employed in rehab roles, there will be a full consultation in line with the Council's Managing Change process. This process will initially consider redeployment opportunities within the Council or ensure redundancy provision if a suitable alternative post cannot be found.
9. Although there will be one-off revenue costs in 2022/23, the closure of the centre will enable the Council to deliver on the budget proposals as set out in the Medium Term Financial Plan in future years. The financial position is as follows.
 - a. Maximum one-off costs in 2022/23 including potential redundancy payments and pension costs - £600,000
 - b. Recurring annual savings to be delivered as a result of reduction in service revenue budget - £576,000
 - c. If the proposal is approved, SBRC staff will be supported through the Managing Change process and the rehab employees will have the opportunity to pursue employment opportunities within Sirona's rehabilitation service or through redeployment opportunities. It is therefore probable that the total one-off costs may be lower than the maximum amount stated above.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Approve the closure of the South Bristol Rehab Centre;
2. Authorise the Executive Director: People, in conjunction with the Cabinet Member for Adult Social Care and Integrated Care System, to take all steps required to implement the closure.

Corporate Strategy alignment:

1. Supports 'Empowering and Caring' corporate theme

City Benefits:

1. The proposal for the South Bristol rehabilitation service to be delivered by Sirona from South Bristol Community Hospital ensures the service will be delivered in fit-for-purpose accommodation. This will improve outcomes for citizens by maximising people's independence to enable them to return home.
2. The offer from Sirona to employ Council rehab staff on preferential terms provides opportunities for skilled staff to retain employment in a system that has ongoing challenges with recruitment and retention.

Consultation Details:

1. Consultation with NHS partners (Sirona, CCG/ICS) has taken place and will be ongoing during the transition.

- It will be referred to a formal NHS governance meeting following a Cabinet decision.
2. Staff and union consultation have been ongoing since the initial Cabinet approval in January 2022 and will continue in line with the Council's Managing Change Policy if this proposal is approved by Cabinet.

Background Documents:

[Adult Social Care In-house Rehabilitation Centres Review 18th Jan 2022](#)

Revenue Cost	£600K (maximum)	Source of Revenue Funding	Service Revenue budget and Innovation Fund
Capital Cost	£ N/A	Source of Capital Funding	N/A
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input checked="" type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice: This report seeks Cabinet approval to close the South Bristol Rehabilitation Centre. As the report identifies there is now a potential risk of redundancy and associated pension costs which are estimated to be in the region of c£0.6m if staff are unable to be redeployed within BCC or find alternative employment opportunities within Sirona Care. These costs will need to be met from within existing Adult Social Care resources.

The 2022/23 budget approved by Council, assumed a savings target of £0.5m from the closure of the centre. This will not be achieved in the current financial year because of the potential redundancy cost issue, but will be realised in future years. Mitigating savings will therefore need to be brought forward to cover any gap.

Finance Business Partner: Denise Hunt, 19th April 2022

2. Legal Advice: Appropriate consultation should take place with the SBRC staff and the Council's Managing Change Policy should be followed for those employees who do not take up positions with Sirona.

Legal Team Leader: Husinara Jones, 14 April 2022

3. Implications on IT: There are no IT implications arising from this report.

IT Team Leader: N/A

4. HR Advice: The changes to the proposal will have a direct impact on the staff currently employed at South Bristol Rehabilitation Centre, who were informed of the possible TUPE Transfer. We also had discussions with the staff about the possibility of a secondment arrangement that Sirona and the Unions both asked us to look at as a preference to the TUPE. This has been a very difficult time for staff with the uncertainty about what would be happening with their jobs.

We will fully support staff who wish to take up the offer from Sirona and transfer over. For those staff who remain a full Management of Change process will take place with full consultation with them and their union representatives. Redeployment is the preferred option for the staff as we have continuously said we are very keen to keep their skills and knowledge in the system as there is a real lack of experienced care staff and all providers and partners are struggling to recruit. Failing any offers of reasonable alternative employment then other options of possible redundancy will be looked at on a case by case basis.

HR Partner: Lorna Laing, HR Business Partner, 20th April 2022

EDM Sign-off	Hugh Evans	06/04/2022
Cabinet Member sign-off	Cllr Holland	27/04/2022
For Key Decisions - Mayor's Office sign-off	Mayor's Office	11/05/2022

Appendix A – Further essential background / detail on the proposal	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	NO
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO