

# Decision Pathway – Report



**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 02 May 2023

<b>TITLE</b>	<b>Adult Social Care Review of East Bristol Intermediate Care Centre</b>		
<b>Ward(s)</b>	All wards		
<b>Author: Stephen Beet</b>	<b>Job title: Director – Adult Social Care</b>		
<b>Cabinet lead: Helen Holland, Cabinet Member Adult Social Care and Integrated Care System</b>	<b>Executive Director lead: Hugh Evans, Executive Director – Adults and Communities</b>		
<b>Proposal origin:</b> BCC Staff			
<b>Decision maker:</b> Cabinet Member <b>Decision forum:</b> Cabinet			
<b>Purpose of Report:</b> To seek approval of the proposal to stop direct delivery of a rehabilitation service from East Bristol Intermediate Care Centre, in the context of health and care system intentions for community-based intermediate tier discharge to assess / 'step down' services.			
<b>Evidence Base:</b>			
<b>Background:</b>			
<ol style="list-style-type: none"> <li>1. East Bristol Intermediate Care Centre (EBICC) is the only site in the city where the Council currently operates a rehabilitation service, following previous closures of the north and south centres. In 2021, a review of the Council's rehabilitation service was carried out by independent consultants (Mutual Ventures). The review concluded that the current arrangements for delivering the rehabilitation service may no longer be the most appropriate and effective way of meeting service users' rehabilitation needs, and that Health partners across the system were more appropriately equipped to provide rehabilitation care and support. Rehabilitation services are not usually provided by local authorities and are a discretionary service for the Council, and there is agreement across the health and social care system that the Community Health provider has the skills and facilities to deliver this service in line with standard practice nationwide.</li> <li>2. Sirona Care and Health was awarded a contract as the single community healthcare provider for Bristol, North Somerset and South Gloucestershire (BNSSG) after a tender exercise by the Clinical Commissioning Group (CCG) undertaken in 2019. Currently, the Council delivers the service at East Bristol in partnership with Sirona Care and Health (they provide all therapy and community nursing services), as the Council does not directly employ clinical staff. However, Sirona have already taken on lead delivery of rehabilitation services from other sites across the city as part of their offering to provide integrated health services to adults and children across BNSSG (including most recently service delivery at South Bristol Community Hospital following the closure of the south centre in 2022).</li> <li>3. As part of our "Home First" programme, BCC is working alongside Sirona Care &amp; Health and other Health partners to deliver as much care as possible within someone's own home, as opposed to a building-based setting. BCC also continues to provide a Reablement service which supports people for up to six weeks in their own home.</li> </ol>			

4. As part of the 23/24 budget setting process, Adult Social Care were asked to identify potential budget savings in line with all services across the Council. As the service provided at EBICC is a discretionary service for the Council, and there is an alternative provider in Sirona already responsible for delivering rehabilitation services across the city, a proposal to cease service delivery at EBICC was put forward for public consultation as part of the budget proposals for 23/24. This savings target for this proposal was approved by Full Council on 21<sup>st</sup> February 2023, taking into account the consultation responses as set out in Appendix B, and the service are therefore now taking the required steps to seek approval to implement the proposal.

**The proposal:**

5. As stated above, the proposal is that the Council stops direct delivery of a rehabilitation service from the East Bristol Intermediate Care Centre (EBICC). This will mean that:
  - In the future, building based rehabilitation services will no longer be provided by Bristol City Council; they will be provided by health system partners at alternative sites in the city
  - Council roles at the centre will no longer be required. All council staff will be consulted on what options are available to them and the Council will comply with the obligation to seek suitable alternative employment for all employees at risk of redundancy to mitigate against any compulsory redundancies.

**Alternative Options:**

6. As outlined in the Council budget consultation, the other option considered for EBICC was for the service to be delivered by Health system partners. The Council has discussed this option with Health partners, however they are not in a position to take on operating the centre. They already provide rehabilitation services at other sites across the city which will ensure that a continued high-quality provision is available for citizens, and the system priority is to increase the number of people returning home with care and support in place of offering additional community intermediate care beds.
7. This has meant that the only viable option for the Council to progress is the proposal to stop service delivery at EBICC.

**Impact on Workforce:**

8. This change proposal will affect all staff – both rehabilitation and support staff - that currently work at EBICC (25.5 FTE). There are other staff from Sirona Care & Health that work from the centre who may also be impacted.
9. For the affected staff group, it is recognised that there will be a significant impact as current roles at EBICC will no longer be part of the adult social care staffing structure. All staff will be consulted with as part of the Council's 'Managing Change' process, and the priority will be to identify appropriate redeployment opportunities to keep as many staff in employment as possible and to mitigate against any redundancies. Where this is not possible, then redundancy may apply, and staff will be supported by the service managers and Council HR team through this process. An Equalities Impact Assessment has been completed to assess potential impact on the affected staff group (appendix E).

**Impact on citizens / service users:**

10. Although the proposal is for the Council to stop direct delivery of rehabilitation services, there is no anticipated adverse impact on the service provision and quality of outcomes for service users. Sirona already provide rehabilitation services across the city and they will continue to offer a high quality service to all citizens that should require it.
11. If the proposed service closure progresses, then Intermediate Care managers will work closely with Health system partners to plan for a transition period, to ensure that sufficient rehabilitation capacity is available. A service transition plan will be implemented for any individuals accessing the service and a phased closure of beds, to ensure that no individual is expected to move during their rehabilitation period.

**Impact on Council estate:**

12. If the proposal to end the rehabilitation service is approved, then part of the EBICC site will become vacant. There will still be office-based staff from the Council's reablement service and Sirona Care & Health in part of the building, however the reduced capacity will mean that the site will need review and full options appraisal with the Council's Property service about the preferred future use. This will be completed separately to this report following the decision on the service, although it is recognised that it needs to be progressed in a timely manner.

**Financial Benefits:**

13. This proposal will enable the Council to deliver on the budget proposals as set out in the Medium Term Financial Plan. As the potential date for service closure has not yet been confirmed, it is not possible to say exactly what level of savings will be delivered in 23/24.
14. It is recognised that there will be transition costs associated with implementing this proposal, in the form of corporate support to deliver the change as well as potential redundancy payments made to staff. However, any savings will be recurring budget savings beyond the current financial year, so the Council will benefit from the full value of savings in future years.

**Outcome of consultation**

15. As outlined above, a proposal for the future of EBICC was included in the 23/24 budget public consultation. 4,550 people responded to the consultation survey, of which 4,376 (96%) gave their views on one or more of the 'Section 1' proposals (EBICC was a Section 1 proposal).
16. When asked, 'Do you agree or disagree with proposal P6: East Bristol Intermediate Care Centre?', 35% of respondents agreed or strongly agreed, 33% neither agreed nor disagreed and 32% disagreed or strongly disagreed.
17. There was no clear trend in respondents' views between areas of high and low deprivation.
18. 1% of survey respondents (14 people) added comments and they were all opposed to the proposal. These comments have been considered and included in the development of the recommended approach for the centre.

**Cabinet Member / Officer Recommendations:**

That Cabinet:

1. Approve the closure of the East Bristol Intermediate Care Centre as a rehabilitation service
2. Authorise the Executive Director: Adults and Communities, in conjunction with the Cabinet Member for Adult Social Care and Integrated Care System, to take all steps required to implement the closure.
3. Note the outcome of the consultation in December 2022 as set out Appendix B.
4. Note that an options appraisal will be undertaken in relation to the future use of the site if the proposal to close the Centre is approved.

**Corporate Strategy alignment:**

1. This proposal aligns with Theme 4: Health, Care and Wellbeing. Our ambition is to offer the right level of support to people in a way that maximises their health, independence and wellbeing. The proposal does not propose stopping access to rehabilitation services, as this service will continue to be provided by a recognised and established provider with service provision across the city.

**City Benefits:**

1. This proposal will mean that all rehabilitation services across the city will be delivered by Sirona Care and Health, thereby offering a consistent, high quality service that will provide good outcomes for citizens by maximising people's independence to enable them to return home.

**Consultation Details:**

1. Proposal was part of the budget consultation in December 2022 and feedback was published in the associated report (link provided below). A summary of the feedback is included as Appendix B.
2. Consultation with NHS partners (Sirona, CCG/ICS) has taken place and will be ongoing during the service closure period. It will be referred to a formal NHS governance meeting following a Cabinet decision.
3. Staff and union consultation commenced on 13<sup>th</sup> March and will continue in line with the Council's Managing Change Policy if this proposal is approved by Cabinet

**Background Documents:** [Budget Consultation Report 2023-24](#)

<b>Revenue Cost</b>	c£0.57m transitional costs of change 23/24. Savings of £0.4m by 24/25	<b>Source of Revenue Funding</b>	Service Revenue budget and Innovation Fund
<b>Capital Cost</b>	£ N/A	<b>Source of Capital Funding</b>	N/A
<b>One off cost</b> <input checked="" type="checkbox"/> <b>Ongoing cost</b> <input type="checkbox"/>		<b>Saving Proposal</b> <input checked="" type="checkbox"/> <b>Income generation proposal</b> <input type="checkbox"/>	

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

**1. Finance Advice:**

The closure of East Bristol Intermediate Care Centre was included as a £400,000 budget savings proposal in the 2023/24 budget report to Council. The budget assumed that the closure would not generate any savings during 2023/24 due to potential redundancy, early retirement and part year running costs, incurred prior to closure but would deliver a full year saving in 2024/25 where the savings will be equivalent to the full value of the service budget. The redundancy and pension fund costs are estimated to be in the region of up to c£0.57m but this may be less and will be mitigated by redeployment opportunities. These costs of change will be met from within existing Adult Social Care budgets.

**Finance Business Partner:** Denise Hunt, Finance Business Partner 14 April 2023

**2. Legal Advice:** This report seeks approval of a proposal to stop direct delivery of a rehabilitation service from East Bristol Intermediate Care Centre.

The Council's Managing Change policy should be applied to any staff affected by the proposal.

The consultation responses must be conscientiously taken into account in finalising the decision. The leading cases on consultation provide that consultation should occur when proposals are at a formative stage, should give sufficient reasons for any proposal to permit intelligent consideration, should allow adequate time for consideration and response and there must be clear evidence that the decision maker has considered the consultation responses, or a summary of them, before taking its decision.

Before taking the decision, Cabinet must also take into consideration the information in the Equalities Impact Assessment.

**Legal Team Leader:** Husinara Jones, Team Manager/Solicitor 22 March 2023

**3. Implications on IT:** IT will provide any required support in regards cessation of network connectivity, recovery of IT equipment when required as a part of the closure activity

**IT Team Leader:** Gavin Arbuckle – Head of Service Improvement and Performance 22 March 2023

**4. HR Advice:** This report will have a significant impact on all the Bristol City Council employees who are employed within this service. As laid out in the report we will work with the employees and managers to mitigate against any compulsory redundancies by supporting staff through the redeployment process. The Managing Change policy will also be applied as appropriate, and we have been consulting with the relevant trade unions through the Sub JCC meetings and consultation meetings.

**HR Partner:** Lorna Laing, HR Business Partner 22 March 2023

<b>EDM Sign-off</b>	Hugh Evans Executive Director Adults and	22 March 2023
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	Communities	
<b>Cabinet Member sign-off</b>	Councillor Helen Holland	28 March 2023
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	3 April 2023

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