

Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 05 September 2023

TITLE	Adult Social Care Review of Concord Lodge		
Ward(s)	All wards		
Author: Mette Le Jakobsen	Job title: Director – Adult Social Care		
Cabinet lead: Cllr Helen Holland, Cabinet Member Adult Social Care and Integrated Care System	Executive Director lead: Hugh Evans, Executive Director – Adults and Communities		
Proposal origin: BCC Staff			
Decision maker: Cabinet Member Decision forum: Cabinet			
Purpose of Report: Following on from the 23/24 budget consultation, this report recommends that cabinet approves the proposal for the closure of Concord Lodge by March 2024 and the transfer of the building to the Corporate Landlord Property Programme for disposal consideration.			
Evidence Base: <u>Background</u> <ol style="list-style-type: none"> Concord Lodge is an assessment unit currently run by the council for adults with learning difficulties or complex needs. The service was set up to provide facilities for people with learning disabilities and complex needs to undergo assessment of their needs, and to gain skills to live an independent lifestyle. Over time this purpose has become diluted, and the service is no longer available to people who need this type of short-term intervention. Instead, it is operating as a long-term residential setting. Alongside this, Bristol City Council now commissions services for short term intervention from a range of providers in the independent care sector in Bristol. The financial challenges the council are facing are very significant indeed. The council has prioritised the largest part of the annual budget to fund social care, however it remains the case that over a decade of national underfunding of social care and local government has led to a funding crisis in the sector. As part of budget setting for 2023-24, the council committed to reviewing Concord Lodge as one of several ways that Adult Social Care can contribute to meeting the financial challenges we face. We will focus our support on those who need us most, and continue delivering for our residents – keeping to our core priorities in the Corporate Strategy. Concord Lodge provides accommodation for seven adults and six beds are currently occupied. Many of the residents have been there for far longer than the intended 24-36 weeks. All admissions have been paused and there are no plans for investment in the service or the building. <u>Proposal</u> <ol style="list-style-type: none"> The recommended option is to cease direct delivery of a council-run service at Concord Lodge, therefore closing the site and meaning that assessments for adults with learning difficulties or complex needs will no longer be provided by at Concord Lodge and the use of external placements will continue. Council roles at Concord Lodge will no longer be required and affected council staff will be consulted on what options are available to them. We will comply with our legal obligation to seek alternative employment for employees at risk of redundancy to mitigate against any compulsory redundancies. 			

7. We will continue work with the care provider market to develop the care and support offer within the city for adults with complex needs.

Impact on workforce

8. Our colleagues, who have collectively given many years of loyal service in support of residents at Concord Lodge, will continue to assist residents through their transition to alternative care and support. We value our employees and will support colleagues to consider redeployment opportunities and will do everything possible to avoid redundancies. We recognise that the coming weeks and months may be difficult for some colleagues, and we will support them through the change process, with practical support and resources that might be of assistance.
9. All staff (24) will be consulted with as part of the council’s Managing Change Policy 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, 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 (see *appendix E*).

Impact on service users/citizens

10. The absolute duty, should the cabinet make the decision to close the service, will be to provide continuity of care for the people who currently reside at Concord Lodge. Each person already has a support plan in place, and we will work in a person-centred way to ensure that suitable alternative arrangements are made to meet the needs of each individual. We will involve circles of support, including loved ones, friends and advocates, in planning with and for residents.
11. If the proposed service closure progresses, then adult social care staff will work with external providers to plan for a transition period to ensure that sufficient assessment 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 all residents are found appropriate alternative placements. As Bristol City Council already accesses assessments via external providers the same standard and quality of care will be offered to all citizens with complex needs.

Budget impact

12. This proposal will enable the council to deliver on the budget proposals as set out in the Medium Term Financial Plan.
13. It is recognised that there will be transition costs associated with implementing this proposal, in the form of corporate support to deliver the change (£44,391) as well as potential redundancy payments (£729K) 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.

	22/23	23/24	24/25	25/26	26/27	Full Yr recurring
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
Saving target	-350	+4	-104	0	0	-450
Saving forecast	-350	+710	-448	-456	-456	-456

Cabinet Member / Officer Recommendations:

That cabinet:

1. Approves the closure of the Concord Lodge.
2. Authorises 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. Notes the outcomes of the consultation as set out in the report and at Appendix B.

<p>Corporate Strategy alignment: Supports 'Empowering and Caring' corporate theme.</p>
<p>City Benefits: All adults with learning disabilities and complex needs will have access to the same pathway at a lower cost than currently provided.</p>
<p>Consultation Details: Public:</p> <ol style="list-style-type: none"> 1. A public consultation was held between 12 April and 7 July 2023 2. Responses were received from residents of Concord Lodge and their loved ones, from colleagues who work at Concord Lodge, as well as from other stakeholders. 3. The consultation highlighted a range of views which have been considered as part of the decision-making process. 4. The results of the consultation, at appendix B, will be published and available to members of the public and stakeholders who care about the future of Concord Lodge. 5. The next step is for the results of the consultation to be presented to cabinet who will ultimately decide on the future of Concord Lodge. 6. The recommendation to be made to cabinet is to close Concord Lodge by the end of March 2024. 7. We are committed to sharing information transparently and to working with everyone affected to make sure they have the information they need, when they need it. 8. Once cabinet has met, we will continue to communicate and engage with individuals and to work together on the way forward. <p>Staff and unions:</p> <ol style="list-style-type: none"> 1. Staff and union consultation will commence later in the year in line with the council's Managing Change Policy if this proposal is approved by cabinet.
<p>Background Documents: Budget 2023-24 Report 2023.02.12 Full Council.pdf</p>

Revenue Cost	c£0.7m	Source of Revenue Funding	General fund, centrally held transformation budget
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"/>

<p>Required information to be completed by Financial/Legal/ICT/ HR partners:</p> <p>1. Finance Advice: The review of Concord Lodge was included as a budget saving proposal in 2022/23 £350,000 and £100,000 in 2023/24 and was consulted upon as part of the budget consultations. The report now recommends the closure of this service. The proposal assumes that the closure will 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 c£0.45m year savings in 2024/25 and thereafter. The redundancy and pension costs are estimated to be in the region of c£0.7m but may be significantly less and will be mitigated by redeployment opportunities as far as possible. These costs and the corporate cost of delivering the change (estimated to be c£44,000) will be funded within the envelop of funding identified for the overall Adult Social Care transformation programme.</p> <p>Any future use or disposal of the building will form part of the corporate Property Programme evaluation of the council's asset base. Premises related security costs following closure, will need to be funded from Adult Social Care revenue budgets and a handover date agreed with the service.</p> <p>Finance Business Partner: Denise Hunt, 18 August 2023</p> <p>2. Legal Advice: The local authority has a duty to provide care and support to individuals with assessed eligible needs under the Care Act 2014. For the residents of Concorde Lodge alternative placements will need to be found that can meet their assessed needs.</p> <p>The consultation responses must be conscientiously taken into account in finalising the decision. Consultation should occur when proposals are at a formative stage, should give sufficient reasons for any proposal to permit intelligent</p>

consideration and should allow adequate time for consideration and response. There must be clear evidence that the decision maker has considered the consultation responses, or a summary of them, before taking its decision. The Council's Managing Change Policy should be applied in respect of all staff who are affected by the closure.

Legal Team Leader: Husinara Jones and Kate Meller, Team Manager/Solicitor 23 August 2023

3. Implications on IT: I can see no implications on IT in regard to this activity

IT Team Leader: Alex Simpson, Lead Enterprise Architect 3 August 2023

4. HR Advice: The closure of Concord Lodge will have a significant impact on all our employees who are currently employed in the service. We will follow our Management of Change Policy to ensure employees are supported throughout the process and will work with them to redeploy them into other areas of the service and the wider council to seek out all opportunities to retain their skills where possible. If this isn't achievable then the VS or Redundancy policies may apply, but we will do all we can to mitigate against any redundancies.

HR Partner: Lorna Laing, HR Business Partner 19 July 2023

EDM Sign-off	Hugh Evans Executive Director Adults and Communities	26 July 2023
Cabinet Member sign-off	Cllr Helen Holland, Cabinet Member Adult Social Care and Integrated Care System	7 August 2023
For Key Decisions - Mayor's Office sign-off	Mayor's Office	7 August 2023

Appendix A – Further essential background / detail on the proposal	YES
Appendix B – Details of consultation carried out - internal and external	YES
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	YES
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
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