



Meeting: **Adults and Communities Overview and Scrutiny Committee**

Date/Time: **Monday, 3 June 2024 at 2.00 pm**

Location: **Sparkenhoe Committee Room, County Hall, Glenfield**

Contact: **Mrs. A. Smith (0116 305 2583)**

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Membership

Mr. G. A. Boulter CC Mr. L. Hadji-Nikolaou CC
Mr. B. Champion CC Mr. P. King CC
Mr. N. Chapman CC Mr. J. Miah CC
Mr. T. J. Richardson CC

Please note: this meeting will be filmed for live or subsequent broadcast via the Council's web site at <http://www.leicestershire.gov.uk>

AGENDA

<u>Item</u>	<u>Report by</u>
1. Appointment of Chairman.	
2. Appointment of Deputy Chairman.	
3. Minutes of the meeting held on 4 March 2024.	(Pages 5 - 12)
4. Question Time.	
5. Questions asked by members under Standing Order 7(3) and 7(5).	
6. To advise of any other items which the Chairman has decided to take as urgent elsewhere on the agenda.	



7. Declarations of interest in respect of items on the agenda.
8. Declarations of the Party Whip in accordance with Overview and Scrutiny Procedure Rule 16.
9. Presentation of Petitions under Standing Order 35.
10. Performance Report 2023/24 - Position at March 2024. Chief Executive and Director of Adults and Communities (Pages 13 - 28)
11. Outcome of the Consultation on the Future of the Transitions Learning Programme. Director of Adults and Communities (Pages 29 - 58)
12. Archives, Collections and Learning Centre. Director of Adults and Communities (Pages 59 - 68)
13. Dates of future meetings.

Future meetings of the Committee are scheduled to take place on the following dates, all on a Monday at 2.00pm, unless otherwise stated:

2 September 2024
 4 November 2024
 20 January 2025
 3 March 2025
 2 June 2025
 1 September 2025
 3 November 2025

14. Any other items which the Chairman has decided to take as urgent.

QUESTIONING BY MEMBERS OF OVERVIEW AND SCRUTINY

The ability to ask good, pertinent questions lies at the heart of successful and effective scrutiny. To support members with this, a range of resources, including guides to questioning, are available via the Centre for Governance and Scrutiny website www.cfgs.org.uk. The following questions have been agreed by Scrutiny members as a good starting point for developing questions:

- Who was consulted and what were they consulted on? What is the process for and quality of the consultation?
- How have the voices of local people and frontline staff been heard?
- What does success look like?
- What is the history of the service and what will be different this time?
- What happens once the money is spent?
- If the service model is changing, has the previous service model been evaluated?
- What evaluation arrangements are in place – will there be an annual review?

Members are reminded that, to ensure questioning during meetings remains appropriately focused that:

- (a) they can use the officer contact details at the bottom of each report to ask questions of clarification or raise any related patch issues which might not be best addressed through the formal meeting;
- (b) they must speak only as a County Councillor and not on behalf of any other local authority when considering matters which also affect district or parish/town councils (see Articles 2.03(b) of the Council's Constitution).



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Minutes of a meeting of the Adults and Communities Overview and Scrutiny Committee held at County Hall, Glenfield on Monday, 4 March 2024.

PRESENT

Mr. T. J. Richardson CC (in the Chair)

Mr. G. A. Boulter CC

Mr. B. Champion CC

Mr. N. Chapman CC

Mr. L. Hadji-Nikolaou CC

Mr. B. Lovegrove CC

Mr. J. Miah CC

In attendance

Mrs. C. Radford CC – Lead Member for Adults and Communities

Mr. T. Parton CC – Cabinet Support Member

57. Minutes.

The minutes of the meeting held on 22 January 2024 were taken as read, confirmed and signed.

58. Question Time.

The Chief Executive reported that no questions had been received under Standing Order 34.

59. Questions asked by members under Standing Order 7(3) and 7(5).

The Chief Executive reported that no questions had been received under Standing Order 7(3) and 7(5).

60. Urgent items.

There were no urgent items for consideration.

61. Declarations of interest in respect of items on the agenda.

The Chairman invited members who wished to do so to declare any interest in respect of items on the agenda for the meeting.

No declarations were made.

62. Declarations of the Party Whip in accordance with Overview and Scrutiny Procedure Rule 16.

There were no declarations of the party whip.

63. Presentation of Petitions under Standing Order 35.

The Chief Executive reported that no petitions had been received under Standing Order 35.

64. CQC Assessment of Local Authorities.

The Committee considered a report of the Director of Adults and Communities which provided a summary of the latest guidance from the Care Quality Commission (CQC) regarding the assessment process and feedback from the pilot inspections which were undertaken during the summer of 2023, and the latest versions of the Department's Self-Assessment and Improvement Plan. A copy of the report marked 'Agenda Item 8' is filed with these minutes.

Arising from discussion the following points were made:

- i. Members questioned how people on the waiting list were to be kept informed of any changes to their situations. The Director reported that there was a waiting list practice guidance and policy which required managers within the Department to review people waiting for assessment on a weekly basis, to see if there was any change in their needs, which helped to prioritise a person's position on the waiting list and ensured risks were managed. Over the period of six to nine months since this guidance was adopted, waiting lists had dropped by half as people were being seen more quickly and risks managed in a cohesive way.
- ii. The Director provided information on Impact, an organisation hosted and sponsored by the University of Birmingham which provided national research on social care, and which was looking across the East Midlands at people's waiting experience. The County Council was working with Impact to look at other ways of managing risk around waiting to ensure people had the best experience, and to consider what could be done to improve their experience and that of carers and families.
- iii. Members queried where the Director thought the County Council would stand in the CQC ratings when looking at the results of the CQC pilot scheme. The Director reported that he had no doubt that from a practice, strategic and policy perspective the Council would be rated a strong 'Good'. However, the feedback from the annual user survey and bi-annual carer survey, including ease of accessing information, or how much social contact people had, placed a lot of the Council's key performance indicators in the bottom two quartiles. This moved the Council to being on the cusp of 'Requires Improvement' to 'Good'. It was noted that the CQC placed a lot of weight on what people told them and would not assess any authority as excellent if they did not have good user survey results.
- iv. Members asked if an action plan was in place to reshape the thinking of customers in preparation for the CQC inspection. The Director reported that the two main areas of complaint and frustration related firstly contact, either with customer services and long telephone waiting times, or social contact, and secondly financial assessment outcomes and charging. Whilst work had been undertaken to address these issues, the area of social contact was a difficult one to address. Work was planned with the community and voluntary sector to support the Council in this area. However, the Director explained that the Council did not provide or commission as much social support as other councils, as it did not have the same level of funding to support this. A Member suggested that the Department could send a generic email every few

months to find out how people were doing. This would help provide some assurance to people that the Council was keeping in touch and monitoring their support needs at no cost to the Council. The Director agreed that this was a good suggestion, and that conversations could also be held with people who provided care to see if they too could have those same conversations. The Director undertook to consider the proposal further.

- v. Members noted the learning points and considerations for Leicestershire set out in the report and asked how they would be addressed and incorporated into the Improvement Plan. Members requested that the Director provide a short update on this to a future meeting of the Committee. Members also requested that the Director provide six-monthly update reports in future to ensure it could be seen by the CQC that matters were being kept under review at a member level.
- vi. Members queried if the CQC had to take into consideration the amount of funding the Council received for social care and how it was prioritised. The Director responded that there were legislative requirements and regardless of how much funding or resources were available, the CQC would assess each council on the same basis. However, the CQC were now allowing authorities prior to the assessment process to provide some context to allow authorities to go over things, such as, fair funding.

RESOLVED:

- a) That the report on the CQC Assessment of Local Authorities, and latest versions of the Department's Self-Assessment and Improvement Plan be noted and welcomed.
- b) That the Director be requested to:
 - (i) consider the introduction of a standard process for contacting people on a more regular basis by email to provide assurance that the Council was keeping in touch regarding their care in between the annual review process.
 - (ii) bring a report to a future meeting of the Committee on how the learning points and considerations for Leicestershire will be incorporated into the Improvement Plan.
 - (iii) bring regular six-monthly update reports to the Committee on progress.

65. Review of the Social Care Investment Programme (SCIP).

The Committee considered a report of the Director of Adults and Communities which invited the Committee to comments on the findings and recommendations following a recent review of the Council's Social Care Investment Programme (SCIP) and set out how the outcome of the review would impact on the focus of the Programme going forward. A copy of the report marked 'Agenda Item 9' is filed with these minutes.

Arising from discussion the following points were made:

- i. In response to a Member's query, the Director reported that 78 individual placements had been supported and savings of £480,000 (£6,000 per person) had been made through the SCIP. On average around £1,500 per week was spent on a residential care placement for clients. Supported Living could potentially be provided at around £100 to £200 cheaper with some exceptions. The Director added that it was better to

use capital money to invest where a revenue saving could be made, whilst improving the quality of life for people.

- ii. Members questioned if there was still a demand for the places that would be developed, and asked how, with the current cost of living, the people being targeted to live in them would be able to afford to do so. The Director replied that there were largely two elements to the programme; firstly supported living for people of working age, and extra care for people aged 55years plus. With the former, there were people known to the Council who wanted to move into independent living, with over 300 people living in 24-hour care who no longer needed to be there, and with another 70 properties available over the next two years for which there was no doubt would be fully utilised.
- iii. With regards to extra care provision, Leicestershire had fewer beds than other areas, and was not really seen as a real alternative to long-term care in Leicestershire, whereas in other authority areas it was. The Director reported that work with the wider population and staff internally was needed, to ensure people knew about the benefits extra care could bring. With regards to costs, it was noted people living in extra care might receive enhanced levels of Housing Benefit to cover some of the extra elements of care received, whilst also having a better quality of life. However, there were pros and cons to each way of living, whether residential or extra care, and it was an individual decision with each person assessed on an individual basis as to what would suit them best.
- iv. Members saw the positivity of developing extra care facilities but questioned the feasibility of being able to deliver the SCIP in the current economic climate, such as, increased cost of materials. The Director reported there would be a refresh of the investment prospectus in consultation with district councils who had control of local plans. This set out the supply and demand needs of what was required across Leicestershire over the next five to 20 years with regarding to extra care housing. It was noted that a new piece of legislation was expected to come into force which required district and county councils to have a duty to cooperate in assessing the need for supported accommodation in each district, and this would have to feature within local plans.
- v. Members were informed that whilst there were some very good modern facilities in Leicestershire, there was some older provision which was not quite so good, and some areas where there was little or no supply of extra care accommodation. The Director informed Members that there were three sites currently being considered for development; two sites were in North West Leicestershire and Hinckley and Bosworth which were Council owned, and one in Melton where a site had been sold to a private developer. It was noted that most developers sought contributions from the Council towards costs (land / capital), as this helped them to secure additional funding from Homes England and other organisations or lenders. In return the Council would seek to secure the right to nominate people to go into such accommodations.
- vi. In response to a Member's query, it was noted that one Strategic Landlord was commissioned to look after developments delivered by SCIP (Nottingham Community Housing Association (NHCA)), but moving forward would be open to different developers. It was noted the NCHA was used as strategic landlord which acted on behalf of the County Council (which was not a housing authority), to manage the Council's properties on its behalf. The Director reported the Council would invite bids from developers wanting to develop extra care services and would be chosen on best

business case. With the increase in housing development, it was expected with some of the bigger developments part of the Section 106 monies or part of the Community Infrastructure Levy (CIL) for social housing that extra care would be seen as part of that.

- vii. Members welcomed the report, and commented that as a two-tier authority, in order to have collaborative working, the setting up of a housing group, including the planning authorities responsible for local plans, might be key to moving forward. Working in partnership was necessary to get the right housing in the right place, and to leverage Section 106 and CIL monies where possible. Members requested that the Director consider as part of the review the inclusion of an additional recommendation to reflect this.

RESOLVED:

- a) That the report on the Review of the Social Care Investment Programme (SCIP) be noted and welcomed.
- b) That the Director of Adults and Communities be requested to consider as part of the review the inclusion of an additional recommendation to work in partnership with district councils as the local planning authorities, to ensure appropriate housing was being delivered in the right locations, and Section 106 developer contributions were being secured to support delivery of the Programme.

66. Nursing Care Provision in Leicestershire.

The Committee considered a report of the Director of Adults and Communities which provided an update on the current position of nursing care provision in Leicestershire. The report also provided an update on the work with Leicester, Leicestershire and Rutland (LLR) Integrated Care Board (ICB) on funding levels in Leicestershire for people with complex care needs. A copy of the report marked 'Agenda Item 10' is filed with these minutes.

Arising from discussion the following points were made:

- i. Members considered the position that the lack of nursing home beds had on the NHS and on people waiting to leave hospital, which in turn caused delays for people waiting for treatments. Members considered the provision of nursing homes to be of paramount importance and questioned how the situation could be improved. The Director reported that the Council had been in discussions with NHS colleagues to try and address this. The nursing care market was not as robust as it should be in Leicestershire which in turn impacted on the overall provision of health care and the flow of people through different health and care services. It was noted that funding was a critical factor.
- ii. Members heard that occasionally the Council would hear of an upcoming care development and would have strategic conversations with providers to drive this forward where possible. However, independent providers would look at the level of funding available for care in Leicestershire, and more than likely invest elsewhere for a better return on investment. They would also usually target the residential or self-funder market which were more profitable. This was a significant issue for the Authority which had previously been on the verge of running out of nursing beds. The

position had since stabilised with two new nursing care developments being established in Leicester City.

- iii. Members commented that the low level of funding received by the County Council was stark and were particularly concerned about the low funding received for end of life care. It called upon the ICB to urgently review the position and questioned why it was considered appropriate that the funding provided to LLR should be so much lower than anywhere else in the country. Members strongly supported the Director and Cabinet colleagues in its attempts to raise the level funding received, commenting that residents of Leicester, Leicestershire and Rutland were being highly disadvantaged compared to neighbouring counties.
- iv. Members questioned how the five nursing homes in the County rated as 'Requires Improvement' could be brought up to a 'Good' standard. The Director reported that the Quality and Improvement Team worked with providers to develop action plans through visits, checks and ongoing support to get the rating level uplifted.

RESOLVED:

- a) That the report on Nursing Care Provision in Leicestershire be noted with concern.
- b) That it be noted that the Committee supported the Director of Adults and Communities and the Cabinet in its approach to secure appropriate funding for nursing care services and in particular to redress the low level of funding for end-of-life care which severely disadvantaged residents living in Leicestershire.

67. Update on the Archives, Collection and Learning Centre.

The Committee considered a report of the Director of Adults and Communities which provided an update on developments and sought the views of the Committee on options relating to the Archives, Collections and Learning (ACL) Centre. A copy of the report marked 'Agenda Item 11' is filed with these minutes.

Arising from discussion the following points were made:

- i. Members expressed disappointment that the original proposal to build the ACL Centre would no longer proceed due to the County Council's challenging financial position and current budget gap. Members queried if, as an alternative, other parts of County Hall could be utilised through the Ways of Working Programme, or if non-performing assets could be sold to fund the new centre.
- ii. Members noted that the current capital value of the Record Office in Wigston was around £950,000. However, the cost of maintenance works required to be undertaken to the building was estimated to be just over £1.7million. This was based on a recent assessment of the condition of the building and covered works necessary to the heating and ventilation systems, windows, floor loading and access to the building. These works were essential and needed to take place over the next one to three years. Members commented with concern that investing in such maintenance works would cost the Authority more than the building was worth, noting that strong rooms were expensive and not very practical for other types of use, and so would not increase the value of the site.

- iii. Members noted a new archive could not be built in stages, but had to be built as one unit, and with the cost of building this part of the centre would be £20million of a £30million total cost estimate, none of the partners had the capital necessary to progress this further. The remaining £10million was for a museum store, the cost of which would be met by the County Council.
- iv. Members queried if the County Council was coming close to losing its accreditation, and if it did, what the anticipated cost to the Council would be. The Director responded that the cost to the Council was not known. Useful, open discussions had been held with The National Archives (TNA), and they had been appreciative of the honesty around the challenges faced by the partners. However, their principal concern was the care of the public record, with maintenance of the building being one issue. Another problem in terms of accreditation was no expansion space and records in non-compliant storage which would not be addressed even if the £1.7million was invested in the current site. Members noted there was a possible risk would be that TNA could make provision to ensure records were kept in compliant storage and recharge the costs of doing so.
- v. Work was ongoing to look at the procurement of external archive compliant storage which would meet accreditation requirements, as well as investment into the existing building. However, whilst there would be access to collections for statutory purposes such as subject access requests, there would be a challenge with provision of public access to collections if stored elsewhere.
- vi. Members asked if records could be split and those belonging to Leicester City and Rutland returned in order to free up space for the records for Leicestershire. The Director reported the LLR partnership had been in place since before Local Authority Reorganisation in 1997, and many records pertained to the whole area, such as, diocesan records and regimental records which could not be separated. It therefore made sense to continue to have a LLR records office. Furthermore, this would be a big piece of work to go through all the records which were substantial. It would also have a large revenue implication, including the running of three records offices. This option had therefore been identified as not desirable for any of the partners involved.
- vii. In response to a query from Members, the Director reported that the LLR partnership agreement was a historic document, based on revenue contribution and covered all of the revenue costs associated with the running of the records office, including staff. However, the agreement did not include for capital development. However, such costs would be split in line with the same formula as was applied to revenue contributions.
- viii. The contribution towards the £1.7million maintenance investment to update the records office would be 55% by the County Council, 35% by the City Council and 10% by Rutland Council. The same would be expected for contributions from partners for the new archive centre if that went ahead.
- ix. Members raised concerns that by not proceeding with the new ACL Centre the Council would be at risk in the longer term of incurring greater costs, including the added cost to hire specialist storage elsewhere which was non-returnable money, as well as risking losing its accreditation.

- x. Members commented that there was not enough detail contained in the report which addressed the issues now raised and therefore did not allow them to reach a fully informed view regarding the options now presented. It was suggested that the solutions put forward did not appear to solve either the current or long-term problems faced, in particular with regard to the records office and the Council's future accreditation. It was suggested that holding a separate workshop to consider this in more detail would be helpful and members requested that the Director organise this in advance of its next meeting. The outcome of the workshop to be presented for further consideration to the next meeting of the Committee.
- xi. Members asked that future reports address separately archive collections held by the Record Office for Leicester, Leicestershire and Rutland (ROLLR), and those that related to the County Council only, for example, museum collections.

RESOLVED:

- a) That the report on the Update on the Archives, Collection and Learning (ACL) Centre be noted.
- b) That an Adults and Communities Overview and Scrutiny Committee workshop be held to consider in more depth the Archives, Collection and Learning Centre and future delivery options as set out in the report, the outcome of which to be reported to the Committee in June.

68. Date of next meeting.

It was noted that the next meeting of the Committee would be held on 3 June at 2.00pm.

2.00pm to 3.55pm
04 March 2024

CHAIRMAN



ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
3 JUNE 2024

PERFORMANCE REPORT 2023/24 – POSITION AT MARCH 2024

JOINT REPORT OF THE CHIEF EXECUTIVE AND
DIRECTOR OF ADULTS AND COMMUNITIES

Purpose of the Report

1. The purpose of this report is to present the Committee with an update of the Adults and Communities Department's performance for the year 2023/24.

Policy Framework and Previous Decisions

2. The Adults and Communities Department's performance is reported to the Committee in accordance with the Council's corporate performance management arrangements.

Background

3. The metrics detailed in Appendix A of the report are based on the key performance measures of the Adults and Communities Department for 2023/24. These are reviewed through the annual business planning process to reflect the key priorities of the Department and the Council. The structure of Appendix A is aligned with the Ambitions and Strategy for Adult and Communities Department 2020-2024, '*Delivering Wellbeing and Opportunity in Leicestershire*'. This strategic approach is based on a set of principles with the person at the centre, ensuring the support they receive can deliver the right outcomes. Appendix B outlines the 'layered' model designed to maximise independence – Prevent, Reduce, Delay and Meet needs.
4. The majority of metrics set out in Appendix A are reflected in the national Adult Social Care Outcomes Framework (ASCOF) and are benchmarked against the national position. However, several metrics do not fit within the ASCOF, in particular those relating to Communities and Wellbeing. These do not have a national average to compare performance with and as such, local targets have been agreed and Appendix A outlines performance against these during the year.
5. Appendix A is also structured in line with the Council's Strategic Plan 2022-26. This sets out the Council's overall policy framework approach and is based on five aspirational strategic outcomes: Clean and Green, Great Communities, Improved Opportunities, Strong Economy, Transport, and Infrastructure, and Safe and Well.
6. On 5 June 2023, the Committee received a report with regards the Department for Health and Social Care (DHSC) publication *Care Data Matters*. This outlined a range of developments relating to adult social care data as set out in a roadmap through to

2028. Two aspects of the roadmap have taken effect since April 2023, namely the marked transformation in the provision of data by local authorities to NHS England and phase one in a revised Adult Social Care Outcomes Framework (ASCOF). The latter point in particular has impacted on the content of Appendix A and will be reflected in the commentary where necessary through this report.

7. Performance figures for 2023/24 are classed as provisional at this stage as the source data for the metrics is currently being compiled, with the signed-off version to be published by NHS England in the autumn. However, the final performance figures are not expected to vary greatly from those included in this report and will be presented later in the year alongside national benchmarking.
8. Where a national average is quoted, including in Appendix A, this relates to the previous year, 2022/23. The national averages for the most recent year (2023/24) will be known when national figures are published by NHS England in the autumn.

Performance Update: April 2023 to March 2024

Adult Social Care

9. Leicestershire County Council recorded 49.6k **contacts** from people enquiring about advice and support during 2023/24, a 15% increase on the previous year. Three-quarters of these contacts were from people *not* in receipt of a long-term service such as home care or a residential placement i.e., new demand. This proportion is not that dissimilar to the previous year, although with the overall increase in contacts the number of these 'new' contacts rose by 13%.
10. Appendix A includes four key measures to reflect each of the four layers of the Adults and Communities vision and strategy. Of the new contacts in 2023/24, 49% (18.5k) resulted in a preventative response, such as universal services or signposting. A further 17% (6.5k) resulted in a response relative to reducing need, such as providing equipment or adaptations; 19% (7.2k) resulted in a response relative to delaying need, i.e., the provision of a reablement service that supports people to relearn the skills required to keep them safe and independent at home. Finally, 14% (5.4k) resulted in a long-term service. This latter figure is similar to the previous year and reflects a positive response during the second half of 2023/24 to the issue of growing pressures outlined in the report, *Managing Demand in Adult Social Care*, presented to the Committee on 6 November 2023.
11. Measuring whether someone **lives in their own home** is one way to measure independence. In previous years this metric has specifically focussed on people aged 18-64 with a learning disability. One of the changes to ASCOF involves the extension of this metric to all age-groups and to all reasons for support, not just those with a learning disability. However, linked to another aspect of Care Data Matters (the transformation of data reported to NHS England from local authorities) there needs to be a shift in recording and reporting and as such the new metric (ASCOF 2E on page 3 of appendix A) is seen as experimental in 2023/24. For this performance report, the figures used continue to relate to learning disability only and show a consistent position of 86% (1,151 out of 1,334) in settled accommodation, higher than the latest national average of 81%. Reporting will be expanded as and when further guidance is published. For reference the similar metric relating to people in employment is no longer part of the ASCOF.

12. On 5 June 2023, the Committee received a report outlining the Market Sustainability and Improvement Fund for which the Council received an initial £4.0m, plus a subsequent £3.7m additional funding for the financial year 2023/24 to build capacity and improve market sustainability. One of the three target areas identified related to reducing adult social care waiting times, and £1.4m was allocated from the two grants for this purpose. As part of the conditions of the fund a baseline number of people **waiting for a social care assessment** was reported as 1,575 at the 1 January 2023. During the course of 2023/24 the number waiting has reduced by 51% (802) to 773 by the end of March 2024. In addition, the number waiting for six months or more has fallen by 49% (35) from 71 on 1 January 2023 to 36 at the end of March 2024. Further funding is set to be distributed for 2024/25 and there is a clear expectation that it must be used to maintain improvements made in 2023/24. In addition, the funding is also expected to support local authorities to seek further improvements to adult social care services in their area, in particular to build capacity and improve market sustainability.
13. **Reablement** is a short and intensive service to help people who have experienced deterioration in their health and/or have increased support needs to relearn the skills required to keep them safe and independent at home. During 2023/24 just over 4,300 people completed a reablement service, 35% more than 3,190 during the previous year. This increase has been achieved as a result of additional staffing resources, funded via the Discharge Grant¹, which have enabled increased flow and volumes through the service.
14. The ASCOF contains two metrics to measure a local authority's performance in this area, which are ASCOF 2A: the proportion of people with no continued needs post reablement, and ASCOF 2D: where people live 91 days following hospital discharge and reablement. For the first of these metrics a high level of performance has been maintained during 2023/24 (89.6% or 3,856 out of 4,304) despite the considerable increase in people using the service noted above. The performance was also notably higher than the latest national average (78% in 2022/23). The second ASCOF metric shows that 88% (539 out of 610) of people discharged from hospital to a reablement service between October and December 2023 were living at home 91 days post discharge. This is similar to 89% last year although above the latest known national average of 82%.
15. **Avoiding permanent placements in residential or nursing care homes** is a good indication of delaying dependency and the inclusion of a measure in the ASCOF supports local health and social care services to work together to reduce avoidable admissions. Research suggests that where possible, people prefer to stay in their own home rather than move into permanent care. For people aged 18-64 there were 58 admissions to a permanent care placement during 2023/24, seven more than during the previous year. To allow for comparison with the national position, the number of admissions is shown as a rate per 100,000 population. The 58 admissions during 2023/24 equates to 13.7 per 100,000 population which is slightly less than the latest national figure of 14.6 per 100,000 in 2022/23. For people aged 65 or over there continues to be a downward trend in the number of people placed in permanent care, from 824 admissions in 2022/23 down to 798 in 2023/24. At a rate

¹ The Discharge Funding Grant is provided to upper tier authorities to ensure those people who need to draw on social care when they are discharged from hospital can leave as soon as possible.

of 511 per 100,000 population it is lower than the latest national average of 560.8 (2022/23).

16. The County Council remains committed that everyone in receipt of long-term, community-based care should be provided with a personal budget, preferably as a **direct payment**. The revamped ASCOF focuses attention on the use of direct payments as a way of measuring if people have choice and control over the care they access. At 31 March 2024, 35% (1,762 out of 4,984) of people in receipt of a long-term community service were doing so via a direct payment. This is similar to the previous year (36% or 1,939 out of 5,357) and higher than the latest national average of 26% at the end of March 2023.
17. Local authorities are required to conduct two **statutory surveys**, an annual survey of people in receipt of social care services and a similar survey of carers on a biennial basis. During 2023/24 both surveys were undertaken. Findings from the carer's survey are currently being analysed whilst the survey of people in receipt of services has recently closed with a few headlines from both surveys included in Appendix A. ASCOF 3C on page one of the appendix reports the proportion of carers and people in receipt of services who easily found information and advice. Whilst there has been significant improvement amongst carers finding information since the previous survey (up from 49% to 56%), people in receipt of services have shown a small reduction (from 62% to 59%). A second metric included in Appendix A (ASCOF 5A) shows that there has been a considerable increase in the proportion of people who use services feeling they have as much social contact as they would like (up from 39% to 45%). For carers, however, the proportion has remained similar to the previous survey at 25%. The final page of the appendix includes the response to the question on whether services people are in receipt of help them feel safe. There was a small reduction this year in the proportion who stated that services do help them feel safe (down from 85% to 83%).
18. A **safeguarding** alert is a contact with the authority where concerns are raised that an adult is experiencing or is at risk of abuse or neglect. During 2023/24 there were 1,721 alerts, just seven more than the previous year. Following receipt of an alert there may be need for a more in-depth enquiry under Section 42 of the Care Act 2014. During 2023/24 there were 798 enquiries, over 300 more than the previous year (a 63% increase). This sharp increase is due to a shift of when to determine whether an alleged concern meets safeguarding thresholds. Following an audit last spring, an enquiry is now opened earlier to consider this aspect of the process. As part of a redesign of the ASCOF a new metric has been introduced that monitors the proportion of completed enquiries where the outcome of an identified risk was reduced or removed. During 2023/24, 96% (524 out of 528) of enquiries involved an identified risk being reduced or removed, slightly more than 90% (264 out of 292) during the previous year.
19. Under the Care Act 2014's statutory guidance, councils should undertake a **review of care plans** no later than every 12 months, though this is not a legal duty. Undertaking reviews on a regular basis helps to identify if outcomes set out in the original support plan are being achieved. As at 31 March 2024, 74% (3,950 out of 5,375) of people who had been in receipt of services for at least a year had been reviewed in the past 12 months, notably higher than the latest known national average of 57% although a slight decline on 76% during the previous year. This reduction is attributed to the redistribution of review resources to focus on the

Medium Term Finance Strategy (MTFS). This involved focussing on additional funded 1:1 support both in residential and support living settings; a form of work that demands more time due to the complex nature of the individual cases.

Communities and Wellbeing

20. There were 134.1k **visits to heritage sites** during 2023/24, 5.5% higher than 127.1k the previous year. In addition, the number of visits met the locally agreed target for the year of 133.5k visits. The number of visits continue to increase year-on year since the sharp decline during the early stages of the Covid-19 pandemic. The most recent year's number at 134.1k compares to 143.0k visits as an average of the three years prior to the outbreak of Covid-19 pandemic.
21. Physical **visits to libraries** topped 615,000 during 2023/24, a 14% increase on the previous year and higher than the locally set target for the year of 545,300 visits. During the year 2023/24, there were – on average – 51,255 visits per month, notably higher than 44,993 visits per month during the previous year. Whilst the average number of visits per month has been increasing over the last three years, they still fall short of the position pre-Covid-19 when the average for 2019/20 was 67,300 visits per month.
22. With the growing level of footfall at local libraries, the number of **loans** has consequently increased on the previous year. During 2023/24 there were 2.38 million loans in total, up by 5.5% from 2.26 million during the previous year, and above the target of 2.26 million. Included in this are junior loans which have increased by 3.5% (+28k) to 833.3k during 2023/24, surpassing the target for the year (815k). The increase in footfall and junior loans is evidence of the impact of focus during the past two years on children and families as a priority audience. In addition, libraries are supporting Children and Family Services Family Hubs, and are seeing new families and children making the most of library resources as well as being signposted to Family Hub support.
23. E-loans continue to rise year-on-year with an 11% increase (+99k) to 1,006.6k during the past twelve months, more than the target for the year of 908k. This is the first time the number of e-loans has surpassed one million in a twelve-month period.
24. There were 19.6k hours of **volunteering** at libraries, museums and heritage services during 2023/24, 2.3k higher than the locally set target for the year, and above the 17.3 hours that took place during 2022/23.
25. The **Leicestershire Adult Learning Service's** (LALS) performance relates to the proportion of learning aims due to be completed in a given period that were successfully achieved. The current academic year started in September 2023, and the current performance of 85.3% at the end of March 2024 is similar to the position at the same point in the previous year (84.6%), and just short of the 90% target. The gap between current performance and the target is due, in part, to the learner achievement rates for GCSE English (33% performance against 65% target) and GCSE Mathematics (38% against 70% target). However, this is a national issue, and performance is in line with benchmarked levels.

Conclusions

26. The latest reporting year has been a positive one in terms of adult social care performance. Despite continued growth in demand for support, performance, in general, has been in line with the Adults and Communities Strategy. An example of this is the increased use of reablement whilst maintaining strong outcomes around re-gaining independence and delaying need for those that use the service. The reduction in the number of people awaiting an assessment and fewer people aged over 65 placed in permanent residential or nursing care also demonstrate strong performance year.
27. As in previous years, feedback from the statutory surveys continues to be disappointing and an area for improvement. The metrics in this report sourced from surveys cover areas of social contact, finding information, and feeling safe. Further analysis is planned to understand the feedback in greater detail.
28. There were increased numbers of visitors to libraries and heritage sites during 2023/24, with notable increases to junior loans and e-loans, which topped a million in a year for the first time. Leicestershire Libraries have taken the opportunity to invest in e-resources, alongside traditional book stock, and the indicators in this report show that ensuring a balance of print and digital resources is important to meet the needs of different people and maintain strong borrowing patterns.
29. Reporting of performance in 2024/25 is currently being established. Monitoring and analysis will continue on a regular basis covering performance measures such as those included in ASCOF and locally agreed targets.

Background papers

- Delivering Wellbeing and opportunity in Leicestershire – Adults and Communities Department Ambitions and Strategy for 2020-24
- Adult Social Care Outcomes Framework
- Leicestershire County Council Strategic Plan 2022-26
- Adults and Communities Overview and Scrutiny Committee: 5 June 2023, the Committee - Care Data Matters
- Adults and Communities Overview and Scrutiny Committee: 5 June 2023 – Market Sustainability and Improvement Fund
- Report to Adults and Communities Overview and Scrutiny Committee: 6 November 2023 - Managing Demand in Adult Social Care
- Better Care Fund

Circulation under the Local Issues Alert Procedure

30. None.

Equality Implications

31. The Adults and Communities Department supports vulnerable people from all diverse communities in Leicestershire. However, there are no specific equal opportunities implications to note as part of this performance report.

Human Rights Implications

32. Data relating to equalities implications of service changes are assessed as part of Equality and Human Rights Impacts Assessments.

Other Relevant Impact Assessments

33. There are no other items of data in this report relating to other relevant impact assessments.

Health Impact Assessment

34. Better Care Fund (BCF) measures and associated actions are overseen and considered by the Integration Executive and Health and Wellbeing Board.

Appendices

- Appendix A - Adults and Communities Department Performance Dashboard for 2023/24
- Appendix B – Adult Social Care Strategic Approach

Officers to Contact

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Adults and Communities Performance 2023/24

April 2023 to March 2024

Performance Rating and Progress

 Performing **better** than the latest national average or local target

 Performing **similar** to the latest national average or local target

 Performing **below** the latest national average or local target



Performance has **improved** on last year



Performance is **similar** to last year



Performance is **not as good** as last year

PREVENT NEED

Leicestershire County Council's Strategic Plan 2022-26	Safe and Well Carers and People with care needs are supported to live active, independent, and fulfilling lives
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Measure	Description	Aim	Rating	Progress	2023/24 Performance	2022/23 Performance
Local	% of sequels that 'Prevent Need'	Target Band Width	55% - 60% Local target 2023/24		49.2%	56.7%
ASCOF 3C	% of SUs who find it easy to find information	High	67.2% 22/23 Nat. Ave.		59.3%	61.8%
ASCOF 3C	% of carers who find it easy to find information	High	57.7% 21/22 Nat. Ave.		56.1%	49.4% (2021/22)

Measure	Description	Aim	Rating	Progress	2023/24 Performance	2022/23 Performance
Local	Hours of Volunteering (Heritage & libraries)	High	17.3k Local target 2023/34		19.6k	17.3k

Leicestershire County Council's Strategic Plan 2022-26	Great Communities Cultural and historical heritage are enjoyed and conserved
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Measure	Description	Aim	Rating	Progress	2023/24 Performance	2022/23 Performance
Local	Heritage visits	High	133.5k Local target 2023/34	▲	134.1k	127.1k
Local	Library visits	High	545.3k Local target 2023/34	▲	615.1k	539.9k
Local	Total library loans	High	2,260.7k Local target 2023/34	▲	2,384.5k	2,260.7k
Local	Junior loans	High	815.0k Local target 2023/34	▲	833.3k	805.3k
Local	E-loans	High	908.0k Local target 2023/34	▲	1,006.6k	908.0k
Local	Total community library issues	N/A	For Information Only	N/A	305.2k	295.2k
Local	Community library children's issues.	N/A	For Information Only	N/A	180.1k	173.9k
Local	Attendances at Creative Learning Service workshops	High	17.1k Local target 2023/34	▲	22.0k	17.1k

Leicestershire County Council's Strategic Plan 2022-26	Strong Economy, Transport, and Infrastructure There is close alignment between skill supply and demand
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Measure	Description	Aim	Rating	Progress	2023/24 Performance	2022/23 Performance
Local	LALS Success Rate	High	90% Local Target 2023/24	◀▶	85.3% (Position at March 2024)	84.6% (Position at March 2023)

REDUCE NEED

Leicestershire County Council's Strategic Plan 2022-26	Improved Opportunities Young people and adults are able to aim high and reach their full potential
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Measure	Description	Aim	Rating	Progress	2023/24 Performance	2022/23 Performance
ASCOF 2E	% of people living at home or with family	High	80.5% 22/23 Nat. Ave.	◀▶	86.3%	85.6%

Leicestershire County Council's Strategic Plan 2022-26	Safe and Well Carers and People with care needs are supported to live active, independent, and fulfilling lives
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Measure	Description	Aim	Rating	Progress	2023/24 Performance	2022/23 Performance
Local	% of sequels that 'Reduce Need'	Target Band Width	18% - 23% Local target 2023/24	◀▶	17.4%	16.3%
ASCOF 5A	% of SUs who had as much social contact as they would like	High	44.4% 22/23 Nat. Ave	▲	44.9%	38.7%
ASCOF 5A	% of carers who had as much social contact as they would like	High	28.0% 21/22 Nat. Ave.	◀▶	25.4%	24.7% (2021/22)
Local	Number of people awaiting a care assessment	Low	<1,575 Position as at 1 st Jan 2023	▲	773 End of March 2024	1,334 End of March 2023
Local	Number of people awaiting a care assessment for more than six months	Low	<71 Position as at 1 st Jan 2023	▲	36 (5% of total waiting at end of Mar-24)	116 (9% of total waiting at end of Mar-23)

DELAY NEED

Leicestershire County Council's Strategic Plan 2022-26	Safe and Well Carers and People with care needs are supported to live active, independent, and fulfilling lives
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Measure	Description	Aim	Rating	Progress	2023/24 Performance	2022/23 Performance
Local	% of sequels that 'Delay Need'	Target Band Width	10% - 15% Local target 2023/24	▲	19.1%	12.8%
ASCOF 2A	% of people who had no need for ongoing services following reablement	High	77.5% 22/23 Nat. Ave	▲	89.6%	87.8%
ASCOF 2D <i>*BCF*</i>	Living at home 91 days after hospital discharge and reablement	High	82.3% 22/23 Nat. Ave	◀▶	88.4%	89.2%
ASCOF 2B	Permanent admissions to care (aged 18-64) per 100,000 pop.	Low	14.6 per 100k pop. 22/23 Nat. Ave	▼	13.7 per 100k Pop. Actual 58 Admissions in 23/24	12.1 per 100k Pop. Actual 51 Admissions in 22/23
ASCOF 2C <i>*BCF*</i>	Permanent admissions to care (aged 65+) per 100,000 pop.	Low	560.8 per 100k pop. 22/23 Nat. Ave	▲	511 per 100k Pop. Actual 798 Admissions in 23/24	553 per 100k Pop. Actual 824 Admissions in 22/23

MEET NEED

Leicestershire County Council's Strategic Plan 2022-26	Safe and Well Carers and People with care needs are supported to live active, independent, and fulfilling lives
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Measure	Description	Aim	Rating	Progress	2023/24 Performance	2022/23 Performance
Local	% of sequels that 'Meet need'	Target Band Width	7% - 12% Local target 2023/24	◀▶	14.3%	14.3%
ASCOF 3D	Adult aged 18+ receiving direct payments	High	26.2% 22/23 Nat. Ave	◀▶	35.4%	36.2%

Leicestershire County Council's Strategic Plan 2022-26	Safe and Well People at most risk are protected from harm
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Measure	Description	Aim	Rating	Progress	2023/24 Performance	2022/23 Performance
ASCOF 4A	% of service users who say that services have made them feel safe	High	87.1% 22/23 Nat. Ave.	▼	82.5%	85.3%
ASCOF 4B	% of safeguarding enquiries where the identified risk was reduced or removed		New ASCOF metric for 2023/24 No national figures yet available	▲	96%	90%
Local	% of service users who received their annual review	High	57.1% 22/23 Nat. Ave	▼	73.5%	76.4%

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Delivering Wellbeing and Opportunity in Leicestershire

Adults and Communities Department, Ambitions and Strategy for 2020 – 2024

Prevent need

We will work with our partners to prevent people developing the need for specialist health and social care support. We will achieve this through information and advice to enable people to benefit from services, facilities or resources that are not focused on particular support needs, but which contribute towards wellbeing and are available for the whole population. Examples include libraries, adult learning services, museums, and associated digital services; green spaces, places of worship, community centres, leisure centres, information and advice services. We will promote wellbeing and work together through active citizenship with families and communities (including local voluntary and community groups). We will help people develop confidence to enable them to speak up and share concerns about their safety and wellbeing.

Reduce need

We will identify those people most at risk of needing social care support in the future and intervene early wherever possible to maintain wellbeing and prevent further need for services (for example people with a new diagnosis of dementia; newly-bereaved; people at risk of isolation; low-level mental health problems; and services for carers). Targeted interventions aim to prevent further needs developing and ensure that people do not become dependent on health and social care. Services might include information and advice, minor adaptations to housing which improve accessibility or provide greater assistance for those at risk of a fall, or telecare services.

Delay need

This focuses on support for people who have experienced a crisis, or who have a defined illness or disability, for example, after a fall or a stroke, following an accident or onset of illness and on minimising the effect of disability or deterioration for people with ongoing conditions, complex needs or caring responsibilities. It includes interventions such as reablement, rehabilitation, and recovery from mental health difficulties. We will work together with the individual, their families and communities, health and housing colleagues to ensure people experience the best outcomes through the most cost-effective support.

Meeting need

The need for local authority funded social care support will be determined once personal and community resources and assets have been identified and fully explored. People with social care needs, assessed as being eligible for funding through the local authority, will be supported through provision of a personal budget. The personal budget may be taken as a direct payment or can be managed by the council. Wherever possible the council will work with people to provide a choice of provision which is suitable to meet people's outcomes, however in all cases the council will ensure that the cost of services provides the best value for money. Whilst choice of provision is important in delivering the outcomes that people want, maintaining people's safety, independence and achieving value for money are the priorities.

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ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
3 JUNE 2024

OUTCOME OF THE CONSULTATION ON THE FUTURE OF THE
TRANSITIONS LEARNING PROGRAMME

REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES

Purpose of report

1. The purpose of this report is to share the findings of the consultation on the future of the Transitions Learning Programme (TLP) and seek the views of the Committee on the proposals to close the service.

Policy Framework and Previous Decisions

2. The primary legislation regarding children and young people (0-25 years) with Special Educational Needs and Disability (SEND) is the Children and Families Act 2014, supported by the SEND Code of Practice (CoP) (January 2015) which provides statutory guidance for organisations working with and supporting this cohort of children and young people. These set out the duties placed upon Local Authorities, Integrated Care Board (ICB) and expectations placed upon other agencies.
3. The Local Offer is a statutory obligation which is underpinned by the SEND CoP (2015) which states that local authorities must publish a Local Offer, setting out in one place information about provision they expect to be available across education, health and social care for children and young people in their area who have special educational needs (SEN) or are disabled, including those who do not have Education Health and Care Plans (EHCPs).
4. The Care Act 2014 gives the Council responsibility for ensuring there is a wide range of good quality care and support services available for adults over the age of 18 to choose from. Emphasis is placed on the importance of enabling adults with needs for care and support and carers with needs and support, where they wish to do so, to participate in work, education, or training.
5. The Committee considered a report on the future of the TLP at its meeting on the 22 January 2024. The Committee supported the proposal to formally consult on the future of the service and requested that the draft consultation document be included in the Cabinet report.
6. On 9 February 2024, the Cabinet approved a proposal to progress with a formal consultation on the future of the service.

Background

7. Since 2005, TLP has provided a learning provision for young people aged 19-25 years with profound and multiple learning disabilities who have an EHCP. Unlike other provision provided for young adults with high needs within Leicestershire, the TLP is a service delivered in-house by the Council. The programme forms part of the County Council's Adult Learning Service (LALS) 'Learning for Independence' programme.
8. The TLP operates from a mobile prefabricated classroom on the Rawlins Academy site in Quorn. A condition survey of the site conducted in June 2023 confirmed that the building is reaching the end of its design life.
9. Currently operating with two learners the service is forecasting a deficit of £135,000 for the 2024/25 financial year.

Consultation

10. The SEND Code of Practice (CoP) places a duty on local authorities to ensure that children, young people, and their parents/carers are involved in discussions and decisions about their individual support and local provision.
11. To capture views on the Council's plan to support learners through externally commissioned learning providers, a public consultation was conducted.
12. Information within the questionnaire described how the Council would work with the current service users and their families to review their existing support needs and find appropriate alternative services that will meet their needs. Respondents were asked to what extent they agreed or disagreed with the proposal and for the reasons they chose their response.
13. The consultation also included questions to capture any other suggestions regarding other alternatives for the future delivery of the service and any other comments. These are attached as Appendix A to this report.

Consultation Format

14. Engagement activities included a six-week public consultation from 22 February 2024 to 4 April 2024. To ensure all groups could engage several methods were used to capture the views of those affected, including:
 - a) An online questionnaire within the 'Have your Say' pages on the County Council's website.
 - b) On-site face to face meetings were held with parents and carers advocating for learners currently using the TLP. To help explain the detail and the impact of the proposals, parents were supported by service staff that they already knew and were comfortable with.
 - c) Direct contact was made with the Leicestershire SEND Hub who were invited to engage in the process. The SEND Hub is a parent/carer led organisation for families of children and young people with additional or special educational needs and disabilities.

- d) An on-site consultation meeting with the TLP provided the opportunity for the TLP staff to provide a group response to the consultation questions. Attendees also received paper copies of the questionnaire which staff were encouraged to complete individually.

Summary of Consultation Responses

15. Over the six-week consultation four responses were received.
16. Two parents responded to the online questionnaire and one attended an on-site face to face meeting. Six members of staff attended the on-site consultation meeting where group responses were recorded. Detailed responses are set out in Appendix B attached to this report.
17. Key responses to the questionnaire included:
- a) Parents stated that they strongly disagreed with the proposal to move to a commissioned model (outsourced to the independent sector). They felt that the alternative provision available would not meet the needs of current learners.
 - b) Three responses strongly disagreed with the proposal to support existing learners' transfer to other provision. The remaining respondent neither agreed nor disagreed. Parents were concerned that any change to the service could be disruptive for the young adults and for their families.
 - c) Questions were raised by parents and staff regarding savings likely to be achieved through the proposed commissioning model.
18. Respondents to the consultation were also asked to provide any further comments and responses included:
- a) A parent wished to know, if the TLP must close, whether there was any possibility of the site remaining open until the current learners completed their programme of learning and had met the targets within their EHCPs.
 - b) One member of staff asked if a revised 'slimmed down' offer might be sustainable.
 - c) In the responses there was a suggestion that the service should move to a bigger building to enable more learners to access provision to help make it financially sustainable.
 - d) One response to the online questionnaire suggested having a TLP type service in schools for future learners to remove the pressure on families associated with waiting for placements to be agreed.
 - e) One parent responding online stated. "You need to understand just what TLP is and how important it is, and you cannot do this without knowledge from staff, students, parents."

Responses to Consultation Findings

19. Following the closure of the consultation, the findings have been reviewed to re-assess the impact of the proposed approach and consider the suggestions from respondents.

Alternative Provision and Service Continuity

20. The availability of suitable alternative provision was a concern raised by parents. There was particular concern from one parent who felt that other listed providers would be unsuitable. To provide some reassurance, SENA shared more details of the bespoke packages commonly adopted in the event needs cannot be met by a single provider. Bespoke packages would not replicate the same service offered by the TLP, but each young person would receive a support plan tailored to their individual needs in accordance with their EHCP.
21. To address the concerns related to the continuity of service, it was agreed at the on-site meetings that SENA would initiate some dual planning meetings to ensure suitable provision is identified well in advance of the next academic year should TLP be unavailable. These meetings have been arranged and this work is ongoing.
22. Maintaining the TLP until existing learners' complete aims within their EHCPs would require £135,000 per annum additional funding from Council budgets. The cost would be subject to the point in which each learner completed their EHCP targets. Learners with EHCPs are eligible for support up to the age of 25 to complete their education aims therefore the youngest learner (within the current TLP cohort) is eligible for support for a further five years subject to the annual review of their EHCP.

Delivery Models and Financial Viability

23. Work to find a sustainable financial delivery model for TLP started with the Adult Learning Service restructure in 2022, followed by analysis of options by the Council's Transformation Unit. This extensive work has been unable to establish a viable solution to continue the TLP. It has also not been possible to find an alternative model that maintains the key elements of education and care support through a financially viable 'slimmed down' version of the TLP offer.
24. The consultation meetings provided the opportunity to share more details regarding the current viability compared with external provision the Council is commissioning. Essentially, externally commissioned providers are operating within a funding model that TLP is unable to achieve without an additional £120,000 per year to cover operating costs.
25. Moving to a larger premises has been explored, however, increasing the size of the provision is not a viable solution because the direct staffing cost per learner is higher than the funding available per learner.
26. The suggestion to move to a model where a TLP could be operated within schools, to remove the pressure on families looking for placements, has been shared with the Children and Family Service's SENA team for consideration. This approach, if it were to be adopted, would still not result in a financially sustainable solution for the existing TLP.

Resource Implications

27. To continue with the existing delivery model an additional £120,000 per annum would be required operating at full capacity with seven learners. Additional resource will also be required to upgrade the building or move to a new site.
28. To continue operating the TLP until the remaining two learners complete their learning goals within their EHCPs will require £135,000 of additional funding per annum. This figure includes an Adult Social Care contribution based on eight learners. This is part of the budget but would need to be reduced pro-rata based on the number of learners thus reducing the level of income that TLP would receive. In addition, some investment will be required to complete remedial building work to keep the TLP site safe and operational in the short term.
29. To close the TLP service at the end of the 2023/24 academic year, will incur severance/redundancy costs for those employees affected where redeployment to another role is not possible.
30. The Director of Corporate Resources and Director of Law and Governance have been consulted on the contents of this report.

Timetable for Decisions

31. A report will be submitted to the Cabinet on 21 June 2024, presenting the outcome of the consultation alongside recommendations on the future of the TLP.

Conclusions

32. The current model of delivering the TLP service is not financially sustainable due to reduced funding and low numbers of learners. In addition, the premises that the service operates is in poor condition and requires significant capital investment.
33. Extending the TLP until the existing cohort of learners have completed their EHCP would require funding to cover the delivery costs of the service. No additional funding has been identified.
34. The move to the proposed alternative plans will impact on learners currently accessing the TLP service. However, bespoke packages tailored around individual needs will ensure the two existing learners receive the support they require to complete the aims within their EHCP and ensure that the Council is fulfilling its statutory obligations for those learners. With mitigation now in place to address the concerns raised within the consultation, the impact of the proposal will be minimised and will ensure the Council continues to provide the learners requirements to meet their educational needs.

Recommendation

35. The Committee is invited to comment on the proposal to close the TLP at the end of the 2023/24 academic year on 5 July 2024, with a view to transition the two learners currently accessing the service to an alternative support package.

Ongoing support meetings with parents and learners will be prioritised to manage a planned transition to alternative provision tailored to individual needs.

36. The Committee's comments will be presented to the Cabinet on 21 June 2024.

Equality Implications

37. An Equalities Impact Assessment (EIA), attached as Appendix C to this report, has been undertaken to evaluate the impact of changes to the service delivery model. This includes mitigating actions to ensure there are no detrimental impacts upon those with protected characteristics.

Human Rights Implications

38. The consultation on the proposed future of this service has fully considered the impact on those affected and, as a result, individual human rights are maintained.
39. All commissioned services will be required to meet the Council's equality and human rights expectations before being contracted to deliver services.

Health Implications

40. The following potential health implications have been identified:

- a) Social Cohesion and Community- A change in service is likely to be unsettling for this group of learners due to their complex needs. Alternative provision will therefore need to be tailored to provide each young person tailored support in accordance with the SEND CoP. Additional multi-agency reviews with representation from SENA, Public Health and Adult Social Care, will be arranged with each family to ensure that the support provided enables each learner to complete the aims identified within their EHCP and ensure that their health needs are fully met.
- b) Employment and the Economy - Closing the TLP would result in eight staff being redeployed or being made redundant which is likely to have a negative impact on the individuals involved and their families. Staff will be supported throughout a consultation process and redeployment opportunities will be explored. Staff will also have access to the County Council's Wellbeing Service which they can access to minimise the impact of closing the service.
- c) Physical Activity - No impact is anticipated in relation to physical activity. TLP learners will continue to receive support through tailored activities that meet their individual needs in accordance with their EHCP. Contact to be made with Public Health case workers regarding each learner's annual review.
- d) Education and skills - The alternative commissioned service is required to meet the outcomes within each learner's EHCP therefore the change is not expected to have an impact on educational attainment. Each learner's progress will be reviewed against targets identified within their EHCP and future support continues to be tailored to needs ensuring educational targets are fully met.

- e) Access to Public Services - Closing of the TLP will reduce the capacity of education provision for 16–25-year-olds with EHCPs. With two learners currently accessing the TLP, impact is not expected to be significant on the overall availability of provision across the county. The 'Preparation for Adulthood Board' will continue to co-ordinate access to provision for young people with EHCPs to minimise the impact of closure of this service.

Appendices

Appendix A - Consultation questionnaire

Appendix B – Consultation responses

Appendix C - Equalities Impact Assessment

Background papers

Transforming SEND and Inclusion in Leicestershire

<https://www.leicestershire.gov.uk/sites/default/files/2023-05/tsil-programme-overview.pdf>

Special Educational Needs and Disabilities (SEND) and Alternative Provision (AP) Improvement Plan – March 2023

https://assets.publishing.service.gov.uk/media/63ff39d28fa8f527fb67cb06/SEND_and_alternative_provision_improvement_plan.pdf

Report to the Adults and Communities Overview and Scrutiny Committee: 22 January 2024 – Future of the Transitions Learning Programme

<https://democracy.leics.gov.uk/ieListDocuments.aspx?MIId=7450> (Item 11)

Report to the Cabinet: 9 February 2024 – Future of the Transitional Learning Programme

<https://democracy.leics.gov.uk/ieListDocuments.aspx?MIId=7503> (item 320)

Officers to Contact

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Have your say on the future of the Transitions Learning Programme (TLP)

We want to hear your views on the future of the Transitions Learning Programme (TLP).

The council is exploring alternative ways to deliver the Transitions Learning Programme and is proposing to support current and future learners using external providers, including specialist schools and colleges. The proposed approach will ensure that appropriate provision can be found for all service users and provides best value for the council.

Further information on the proposals can be found here: www.leicestershire.gov.uk/have-your-say/current-engagement/the-transitions-learning-programme

Please read the supporting information provided before completing the questionnaire.

For general enquiries or comments about this consultation, please email:
A&Cconsultations@leics.gov.uk

Thank you for your assistance. Your views are important to us.

Please note: Your responses to the main part of the survey (including your comments) may be released to the general public in full under the Freedom of Information Act 2000. Any responses to the questions in the 'About you' section of the questionnaire will be held securely and will not be subject to release under Freedom of Information legislation, nor passed on to any third party.

Your role

Q1 In what role are you responding to this consultation?
Please select one option only.

- | | |
|---|-----------------------|
| <input type="checkbox"/> Family member/ carer of someone who attends the Transitions Learning Programme (TLP) | Go to Q3 |
| <input type="checkbox"/> Interested member of the public | Go to Q3 |
| <input type="checkbox"/> Member of Transitions Learning Programme (TLP) staff | Go to Q3 |
| <input type="checkbox"/> Member of staff at any other independent provider of support for young adults with Education Health and Care Plans (EHCPs) | Go to Q3 |
| <input type="checkbox"/> Other care professional | Go to Q3 |
| <input type="checkbox"/> Representative of a public sector organisation (including NHS) | Continue to Q2 |
| <input type="checkbox"/> Representative of a voluntary sector organisation, charity or community group | Continue to Q2 |
| <input type="checkbox"/> Representative of a business or private sector organisation | Continue to Q2 |
| <input type="checkbox"/> County, district or parish councillor | Go to Q3 |
| <input type="checkbox"/> Other (please specify) | Continue to Q2 |

Please specify 'other'

If you are responding on behalf of an organisation, community group or other organisation, please continue to Q2

Otherwise please go to Q3.

Q2 If you indicated that you represent a business, community group, charity or other organisation please provide your details

Name:

Organisation:

This information may be subject to disclosure under the Freedom of Information Act 2000

Are you providing your organisation's official response to the consultation?

Yes

No

Now please continue to Q3

Supporting future learners

As described in the supporting information, the council is exploring alternatives to the Transitions Learning Programme (TLP) that is currently delivered in-house. We are proposing to change the way we support learners by using external learning providers. The council would work with young people, their families and carers to find appropriate alternative provision with external providers in the future.

Please refer to the supporting information for further details.

Q3 To what extent do you agree or disagree with this proposal?
Please select one option only.

Strongly agree

Tend to agree

Neither agree
nor disagree

Tend to disagree

Strongly
disagree

Don't know

Why do you say this?

Supporting existing learners

As described in the supporting information, the council would work with the current service users, their carers and families to review their existing support needs and find appropriate alternative services that will meet their needs and achieve their agreed outcomes within their Education Health and Care Plans (EHCPs).

Please refer to the supporting information for further details.

Q4 To what extent do you agree or disagree with the council's proposals to support young people who access the council's Transitions Learning Programme (TLP)?
Please select one option only.

Strongly agree

Tend to agree

Neither agree
nor disagree

Tend to disagree

Strongly
disagree

Don't know

Why do you say this?

Other comments

- Q5 Do you have any other comments on the potential impact of these proposals? This includes measures we could put in place to reduce any possible negative impacts or to maximise any benefits of the proposals.

- Q6 Are there any other alternative approaches to providing the Transitions Learning Programme (TLP) in the future that you would like to propose?

Q7 Do you have any other comments?



Please continue to Q8 if you said in Q1 that you are responding as a family member/ carer of someone who attends the Transitions Learning Programme (TLP) or an interested member of the public.

Otherwise, please skip to the instructions at the end of the survey.

About you

Leicestershire County Council is committed to ensuring that its services, policies, and practices are free from discrimination and prejudice, address the needs of all sections of the community and promote and advance equality of opportunity.

Many people face discrimination in society because of their personal circumstances and for this reason we have decided to ask these monitoring questions.

We would therefore be grateful if you would answer the following questions. You are under no obligation to provide the information requested, but it would help us greatly if you did.

Q8 What is your gender?

Please select one option only.

- Male
- Female
- I use another term

Q9 Is the gender you identify with the same as your sex registered at birth?

Please select one option only.

- Yes
- No

Q10 What was your age on your last birthday? (Please enter your age in numbers not words)

Q11 What is your full postcode?

This will allow us to understand views in different areas. It will not identify your house.

Q12 Are you a parent or carer of a young person aged 17 or under?

Please select one option only.

Yes

No

If yes, what are the ages of the children in your care?

Please tick all applicable

0-4

5-10

11-15

16-17

Q13 Are you a carer of a person aged 18 or over?

Please select one option only.

Yes

No

Q14 Do you have a long-standing illness, disability or infirmity?

Please select one option only.

Yes

No

Q15 What is your ethnic group?

Please select one option only.

White

Mixed

Asian or Asian British

Black or Black British

Other ethnic group

Q16 What is your religion? What is your religion?

Please select one option only.

No religion

Christian (all denominations)

Buddhist

Hindu

Jewish

Muslim

Sikh

Any other religion

Q17 Are you an employee of Leicestershire County Council?

Please select one option only.

Yes

No

Q18 What is your sexual orientation?

Please select one option only.

Bi

Gay or Lesbian

Straight/ Heterosexual

I use another term

Thank you for your assistance. Your views are important to us.

When the consultation closes on 4th April 2024, we will report the results back to Cabinet in Summer 2024

Please return your completed survey to:

Future of the Transitions Learning Programme Consultation
ROOM 700
Leicestershire County Council
Have Your Say
FREEPOST NAT18685
Leicester
LE3 8XR

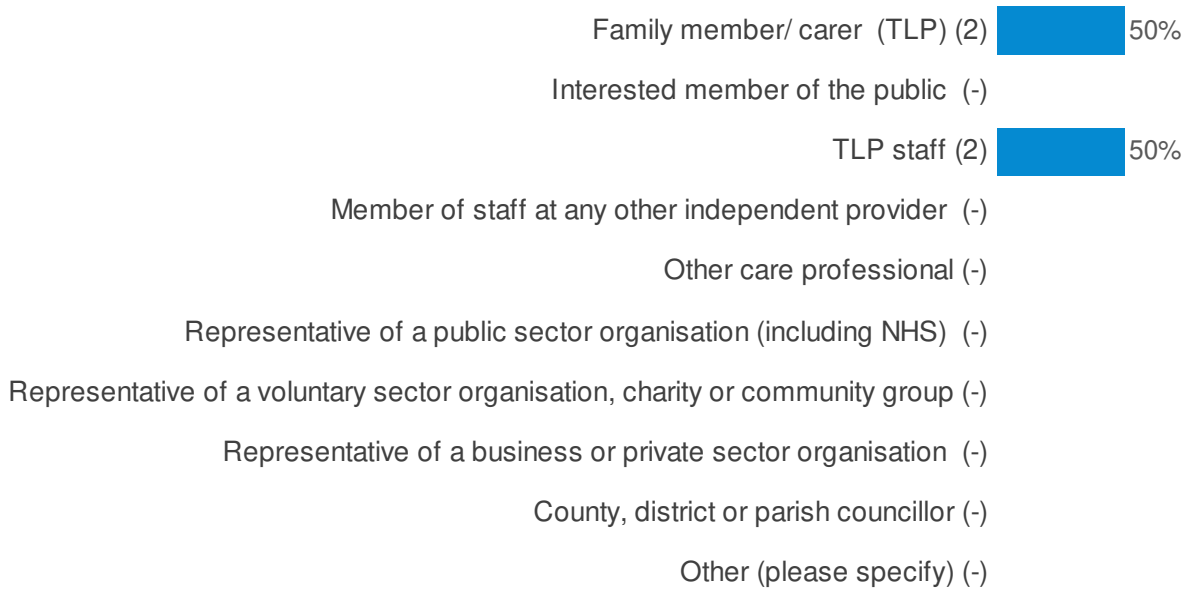
No stamp required.

Data Protection: Personal data supplied on this form will be held on computer and will be used in accordance with current Data Protection Legislation. The information you provide will be used for statistical analysis, management, planning and the provision of services by the county council and its partners. Leicestershire County Council will not share any personal information collected in this survey with its partners. The information will be held in accordance with the council's records management and retention policy. Information which is not in the 'About you' section of the questionnaire may be subject to disclosure under the Freedom of Information Act 2000.

TLP Consultation Survey 2024

This report was generated on 05/04/24. Overall 4 respondents completed this questionnaire. The report has been filtered to show the responses for 'All Respondents'.

In what role are you responding to this consultation? Please select one option only.

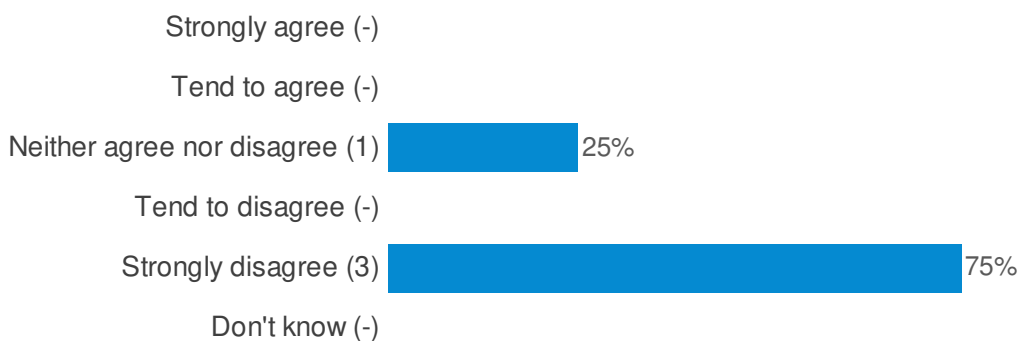


Are you providing your organisation's official response to the consultation?

Yes (-)

No (-)

To what extent do you agree or disagree with this proposal?



Why do you say this?

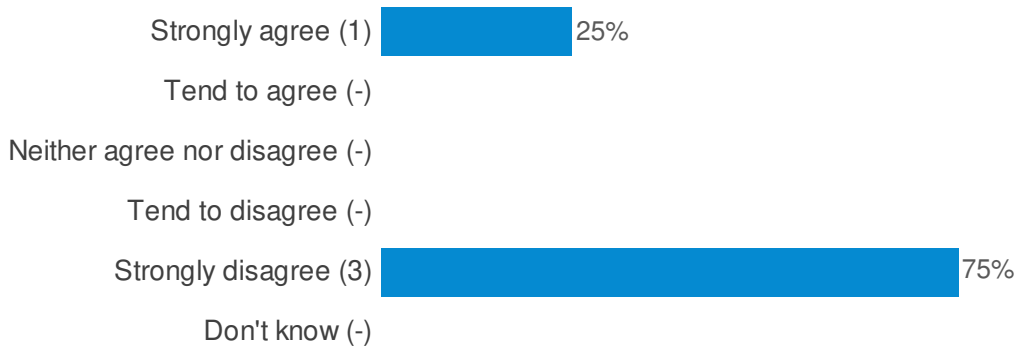
In the "supporting documents" the council have not explained WHY they want to outsource; they have mentioned finance as being a primary factor, however, have not provided a full account of the finances regarding TLP versus the financial implications of outsourcing. The council have refused to acknowledge that the reason we have three students, as opposed to a full house, is for two primary reasons as a direct result of the councils decisions; 1) SENA ILLEGALLY attempting to cease to maintain EVERY STUDENT's EHCP which resulted in several students leaving due to families now knowing how to, or not having the energy to, fight the decision. 2) Management were instructed NOT TO accept or seek ANY referrals for new students. The council have also failed to understand our learners and potential learners; as a result unsuccessfully exploring the proposed "alternate" provisions fully enough to recognise how appropriate or inappropriate these settings would be: Supporting Documents suggest that Mainstream educational settings would be a feasible option, they would not be and anyone who believes they could be fundamentally misunderstands our learner's needs. I challenge the council to source a mainstream educational facility for 16+ that provides hoisting facilities for the basic toileting needs of our students. Considering this, the students would still require 2-1 support during these times; at present these times are split amongst trained staff safely, how would this be achieved in a mainstream setting? Tutors are trained to differentiate amongst their mainstream students, however, our students are at the very EARLY STAGES OF DEVELOPMENT and as such would require SIGNIFICANT CHANGES to the curriculum to enable them to access the classes. With the above in mind, it leaves just two options; Home-field - I can confirm that I have rang this college and they are 100% inappropriate for the type of learner that TLP would support; I quote that hoisting and peg feeding would be "too much" for them. Which leaves Sense; they have a suitable provision in place with 3 pathways for PMLD learners, however, they are taking NO MORE APPLICATIONS for 2024/25 and have already started to get applications for the 2025/26 intake. I can confirm that there is a WAITING LIST for this provision. As I hope you can see, TLP provide a vital service to students with PMLD. Without TLP 16+ students with PMLD within Leicestershire will be provided with JUST ONE EDUCATIONAL OPTION.

How the hell is this meant to help student and their family what a joke.

The proposed changes are not transparent - not one parent has been given ANY support or indication as to what the proposals are. The lack of external providers listed is telling as to the amount of provision out there in the wider community. Portland college isn't even in this catchment and is residential. Homefield do not have the facilities to cater for PMLD learners and again its minimal hours offered. The council are not currently seen to be working with young people and their families/carers not to mention supporting the staff that have worked for many years to make TLP the service as outstanding as it is. The council cannot keep putting these conversations off with parents/carers etc., as these vulnerable group of people will be left with no support or package in place

When will new provision be available and where? If TLP closes will our children just be thrown aside for weeks or months until new suitable provision is provided, or will it remain open until they can attend a new provision? I don't know if the people who make the final decision will have any care for these young people and their families, in spite of the obligation they have to provide a continuing education for them. I suspect not. No matter where they go, the same amount of staff will be needed for their care, so there are no savings to be made from that point of view. New providers at new locations may be ok for future students, because the provisions will be set up and ready for them. But if it is not ready for the current students what will happen to them?

TLP Consultation Survey 2024

To what extent do you agree or disagree with the council's proposals to support young people who access the council's Transitions Learning Programme (TLP)?**Why do you say this?**

As explained in the previous question, the council have already suggested two out of three inappropriate provisions. Taking into account that our student's EHCPs were inappropriate ceased, I do not trust that the council would appropriately support any of our learners to find alternative provision.

We had to fight to keep the EHCP and now this how is this giving family's any support for further education.

Answered in previous question. You're closing a service that meets the needs of these young people. What they need is here, but its being closed to then look for something 'like this' We have seen in the past when services in the social care sector are restructured and then years later are reinstated as a 'new approach'. The council needs to save money and yet the cost of inputting Pa's in place and care packages in the home will be at an astronomical cost to the tax payer. Not to mention that the care/PA system is broken with poorly trained staff, huge staff turnover and no consistency and poor quality of care. Parents lose faith in the service and they are left with no support from the local authority.

I understand you have an obligation by law to support students and their families. We need a place for our young people to go to, and we cannot do this alone. You need to understand just what TLP is and how important it is, and you cannot do this without knowledge from staff, students, parents.

TLP Consultation Survey 2024

Do you have any other comments on the potential impact of these proposals? This includes measures we could put in place to reduce any possible negative impacts or to maximise any benefits of the proposals.

The building that TLP presides in, is inappropriate for its current use; however, CARNEGIE in Loughborough is a suitable, and an available, setting that TLP could move to with minimal disruption and would cost less than attempting to maintain the current setting. Closing TLP would mean that post 16 students with PMLD would have just two options at that point in their life - NO EDUCATION or SENSE College. Mainstream students have a variety of educational options, I feel that it would be discriminatory to reduce the educational offer down to ONE; this one setting also happens to be a much larger class of up to 30, which the setting have confirmed they fully booked for next years intake, with a waiting list. TLP offers a much more intimate and smaller class for those that would find larger classes intimidating or difficult to handle; there are also no students that may pose a risk to any of the lesser able students as they are all similar ability. If the council wish to terminate TLP they should provide ACTUAL alternatives that are SUITABLE, and APPROPRIATELY support the students and their families; a duty that the council have so far FAILED to accomplish.

The alternative provisions are not going to provide my daughter with the education she needs in my opinion.

The consultation paperwork isn't correct. This service had a very positive forecast for future learners. SEND cut the hourly funding as clearly these young people in the 19-25 SEND do not deserve the same quality of education and choice as the mainstream learner. Due to these cuts we were told to take no future learners until the outcome of TLP had been decided, so numbers dropped. This reads as though this was a contributing factor to this proposed closure of the TLP service. This needs to be amended and more transparent. This service isn't failing - its the local authority service that's failing these young people. We have continued to provide an outstanding service since 2006 with many success stories and extremely positive feedback from parents and feeder schools and OFSTED. Closing this service goes against the gov white paper strategies for supporting learners with SEND.

I hope you don't close Rawlins TLP, but if you do, you can have a suitable place ready and waiting for them to immediately attend before closing Rawlins. To have no place ready to go to is a horrid waiting game, which puts so much pressure on us as families with no idea when/if it will end.

Are there any other alternative approaches to providing the Transitions Learning Programme (TLP) in the future that you would like to propose?

CARNEGIE setting, as stated in the previous question.

Move to a bigger build and stay open as there are lots students and parents that need this and future students too.

Speak to the parents and ask what they need - let them advocate for their young person. This service has ran itself for 18 years - when the funding was being claimed correctly TLP ran at a profit with money journaled across to other departments at the end of the year as we didnt have time to spend it. The building has had minimal maintenance over the years so again its at the fault of the local authority for not maintaining this building and recognising that it needed updating years ago - so now the cost is too great. There was the old Carneigie project that was earmarked for TLP to move into - exciting prospect only to be withdrawn. The bigger picture is not being looked at here and it genuinely feels like the approach will be that parents will stop fighting and these young people will 'go away' and this wont have to be dealt with. We are going back to an antiquated approach to SEND learners in the PMLD/SLD sector. Its a difficult pill to swallow when a learner/young person doesn't fall into the mainstream that they don't deserve the same opportunities, choices and funding as others - and any new provisions that appear soon fail when not supported by a local authority. We all feel aggrieved at the way this entire process has happened - no consultation before SENA cut the funding - no details of how this would be counteracted with other options. Why? - because there aren't any. We will close and these young people will be in a position they dont want to be in. Decisions will be made that could possibly force the hands of their parents/carers into a position where they are not listened to, valued or feel safe. The local authority talks about equality and diversity, safeguarding and British Values - this needs to apply to all. Not just to some or those that look good on council reports. giving answers such as 'we will look at this at a later date' 'we will work with you once we know'... this needs to stop. Its not fair Staff have only been given sporadic support and information about their futures also.

Perhaps for future students, have a TLP department at the schools, so that they can just, for example, cross a corridor. And have some placement security.

Do you have any other comments?

The way the Council have handled this entire situation is diabolical, both for the staff but especially the students and their families. Information regarding the funding situation was received in January 2023, the staff at TLP were informed that we were closing over a phone call from a third party - this was followed by months of the council denying this was happening and refusing to source where this information came from. Now we are being reviewed, with a strong view to close us without appropriately looking at solutions or alternatives.

asked and answered

If you need to save money perhaps do it by not spending money on stupid wasteful woke projects.

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EQUALITIES IMPACT ASSESSMENT – TRANSITIONS LEARNING PROGRAMME QUORN RAWLINS.

What is the proposal?

The council is proposing to provide support for young people currently accessing the Transitions Learning Programme (TLP) through externally commissioned providers.

Background

Since 2005 the TLP has provided a learning provision for young people aged 19-25 years with profound and multiple learning disabilities who have an Education Health and Care Plan (EHCP).

TLP is unusual because unlike other provision for (19-25) young adults with high needs provided within Leicestershire, the service is delivered in-house by the local authority. The programme forms part of the Adult Learning Service (LALS) Learning for Independence programme and operates from an adapted portable classroom on the grounds of Rawlins Academy.

TLP offers 16 hours of supported learning per individual per week delivered by the Adult Learning Service (LALS). Adult Social Care (ASC) provide 14 hours per individual per week wrap-around care.

In recent years the service has supported 6-7 young people. Reviews of EHCPs are conducted annually with learners, parents/carers and agencies and the outcome of these reviews dictate the length of time spent with TLP. In the current academic year 3 learners are enrolled to the programme. There is currently a freeze on the enrolment of new placements whilst the future of the service is considered.

On completion of the learning aims within an EHCP or where the learner reaches the age of 25, a Care Act assessment is completed for each young person. Transition to adult provision is then managed in consultation with the young person and their parents/carers to ensure there is an appropriate package to meet individual needs.

What change and impact is intended by the proposal? :

The Transitions Learning Programme is not financially sustainable therefore the council is planning to close the service and deliver support for existing and future learners through externally commissioned providers. The intended impact of the change is to provide financially sustainable support that will meet the individual needs of the young adults to complete educational outcomes identified within their EHCPs.

What is the rationale for this proposal?: The income that TLP service relies on has been reduced due to fewer learners and a reduction in element 3 top up funding allocated by SENA. The current service is not financially sustainable therefore a change to the delivery model is required. A range of options have been explored to establish if running costs could be reduced to maintain the TLP. No financially sustainable model has been identified.

What equalities information or data has been gathered so far?: The two learners attending the TLP are female and are between 19 -23 years of age. Both learners have Profound and Complex Disabilities. Learners live in Coalville and Shepshed.

What does it show?: Learners have protected characteristics and the local authority has a duty to provide the support they require to meet the outcomes of their Educational Health Care Plans (EHCPs).

Characteristic	Number
Learning Disability / Physical Disability & Sensory	2
Gender (Female)	2
Age 19 - 25	2
Race – White British	2
Total Number of Service Users	2

Evidence documents upload (optional):

What engagement has been undertaken so far?: Each learner has an annual review of their EHCP which involves the parent/carers and a range of agencies including the learning provider (LALS), Adult Social Care, SENA, and Public Health. These reviews explore progress of the education outcomes identified within the EHCP and the next steps. Reviews for two learners have been completed and in both cases discussion regarding the continuity of support have taken place should the service close.

Engagement activities have also included a six-week public consultation from 22nd Feb 2024 to 4th April 2024. To ensure all groups could engage several methods were used to capture the views of those affected, including:

- An online questionnaire within the 'Have your Say' pages on the Leicestershire County Council website.
- On-site face to face meetings were held with parents and carers advocating for learners currently using the TLP. To help explain the detail and the impact of the proposals, parents were supported by service staff that they already knew and were comfortable.
- Direct contact was made with the Leicestershire SEND Hub who were invited to engage in the process. The SEND Hub are a parent/carer led organisation for families of children and young people with additional or special educational needs and disabilities.
- An on-site consultation meeting with the TLP provided the opportunity for the TLP staff to provide a group response to the consultation questions. Attendees also received hard copies of the questionnaire which staff were encouraged to complete individually.

What does it show?: The main concern of Parents/carers from these reviews is the need to have continuity of appropriate provision.

- There was particular concern from one parent who felt the other listed providers would be unsuitable. To provide reassurance, SENA shared more details of the bespoke packages commonly adopted in the event needs cannot be met by a single provider. Bespoke packages would not replicate the same service offered by the TLP, but each young person would receive a support plan tailored to their individual needs in accordance with their EHCP.

- To address the concerns related to the continuity of service it was agreed that SENA would commence with some dual planning meetings to ensure suitable provision is identified well in advance of the next academic year. These meetings have been arranged and this work is ongoing.

Age:

What are the benefits of the proposal for those from the following groups?	Is there any specific risks or concerns?
N/A	Availability and access to appropriate support for the young adults aged 16 - 25 is the primary concern of parents. Alternative provision will be tailored to provide each young person effective support in accordance with the SEND code of practice however, the this will not replicate the existing service.

Disability:

What are the benefits of the proposal for those from the following groups?	Is there any specific risks or concerns?	What are the identified risks or concerns and how they will be mitigated?
The current premises is in poor condition therefore a move to an alternative provision delivered within a more suitable building is likely to be a positive outcome.	Yes	Learners have Profound and Multiple Learning difficulties. Providing appropriate support involves the effective collaboration and communication across several service areas. Thorough annual reviews and regular assessments are central to providing a tailored support package to meet individual needs including, health, care, and education. In addition to the annual reviews of each EHCP, the SENA team are providing additional planning meetings with each parent to engage and shape the next stage of their education support plan and transition to adulthood. Where eligible learners will continue to receive support for travel to enable access in the event of a change to the service.

Race:

What are the benefits of the proposal for those from the following groups?	Is there any specific risks or concerns?
No impact anticipated	No

Sex:

What are the benefits of the proposal for those from the following groups?	Is there any specific risks or concerns?
No impact anticipated	No

Gender Reassignment:

What are the benefits of the proposal for those from the following groups?	Is there any specific risks or concerns?
No impact anticipated	No

Marriage and Civil Partnership:

What are the benefits of the proposal for those from the following groups?	Is there any specific risks or concerns?
No impact anticipated	No

Sexual Orientation:

What are the benefits of the proposal for those from the following groups?	Is there any specific risks or concerns?
No impact anticipated	No

Pregnancy and Maternity:

What are the benefits of the proposal for those from the following groups?	Is there any specific risks or concerns?
No impact anticipated	No

Religion or Belief:

What are the benefits of the proposal for those from the following groups?	Is there any specific risks or concerns?
No impact anticipated	No

Armed Forces:

What are the benefits of the proposal for those from the following groups?	Is there any specific risks or concerns?
No impact anticipated	No

Other groups: e.g., rural isolation, deprivation, health inequality, carers, asylum seeker and refugee communities, looked after children, deprived, armed forced, or disadvantaged communities:

What are the benefits of the proposal for those from the following groups?	Is there any specific risks or concerns?
<p>The uncertainty regarding the future of TLP is a concern for carers. Carers will be provided with more certainty regarding continuity of support. The annual reviews with learners and their carers have provided the opportunity to discuss progression and the wider support packages that are available through the transition to adulthood.</p>	<p>A change of service provider could result in a change of routine learners and carers. Timely communication of potential changes to services and support will be prioritised to help parents/carers plan and minimise the impact.</p> <p>Any change in service is likely to be unsettling for this group of learners due to their complex needs. The needs of these young adults will continually change and the additional ongoing reviews will be essential to ensure appropriate support is maintained and the impact of change is minimised.</p>

Action Plan:

What concerns were identified?	What action is planned?	Who is responsible for the action?	Timescale
<p>Availability and access to other appropriate support for the young adults affected is the primary concern of parents and carers as they transition to adulthood.</p>	<p>Completion of the annual reviews of EHCPs to identify individual needs.</p> <p>Individual concerns identified through the consultation will be addressed through SENA/ multi agency meetings with parents.</p> <p>Dual planning meetings with parents/carers to identify alternative provision tailored to needs</p>	<p>TLP Project Board including members from LALS, Adult Social Care, SENA and the LCC Communications Team</p> <p>SENA/Social Care / Public Health / LALS</p> <p>SENA/Social Care / Public Health / LALS</p>	<p>Six-week consultation completed 4th April 2024</p> <p>Analysis of consultation findings 4th April – 3rd May 2024</p> <p>Findings communicated to support services including SENA to inform dual planning meetings with parents/carers</p> <p>Identify an appropriate support package for each young person through dual planning meetings with parents/carers 18th March – July 24</p>
<p>A change of service in the service could result in a change of routine carers.</p>	<p>Timely communication of potential changes to services and support will be prioritised to help parents/carers plan and minimise the impact.</p> <p>Additional reviews to plan support with parents/carers to</p>	<p>TLP Project Board including members from LALS, Adult Social Care, SENA and the LCC Communications Team</p>	<p>Learner annual reviews will be completed Nov 2023 – Jan 2024.</p> <p>Monitoring of individual learner progress</p> <p>Agree specific milestones to support transition at planning meetings with</p>

	ensure continuity of support is available.		parents/carers 18 th March – July 24
Continue to monitor support needs of young people transitioning to adulthood	Implement of the 'Preparation for Adulthood' Action Plan through effective engagement of stakeholders	Preparation for Adulthood Board	Ongoing

How will the action plan and recommendations of this assessment be built into decision making and implementation of this proposal?: The proposal to adopt a commissioned delivery model will be shared at scrutiny 3rd June 2024 followed by a decision at Cabinet 21st June 2024.

How would you monitor the impact of your proposal and keep the EIA refreshed?: Each learner attending TLP has a EHCP and Care Plan which will continue to be reviewed with Parents /Carers to ensure there is appropriate support available. LCC recently established 'Preparation for Adulthood Board' which will continue to develop a co-ordinated approach to providing services for young people with EHCPs transitioning to adulthood. Frequent meetings of this board will ensure the local offer provides appropriate pathways for young adults requiring SEN support.

Date of completion: 3rd May 2024



ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
3 JUNE 2024

ARCHIVES, COLLECTIONS AND LEARNING CENTRE

REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES

Purpose of report

1. The purpose of this report is to update the Committee on the outcome of the Overview and Scrutiny Committee workshop on the Archives, Collections and Learning (ACL) Centre.

Policy Framework and Previous Decisions

2. The ACL Centre supports the County Council's Strategic Plan 2022-2026, in particular the 'Great Communities' outcome, helping to ensure that cultural and historical heritage and the natural environment are enjoyed and conserved, and 'Clean and Green' by reducing energy consumption, increasing the use of renewable energy, and reducing carbon emissions. It also supports 'Improving Opportunities' by enabling the Council to continue to provide high quality and targeted cultural and historic resources to schools and young people which will be facilitated through the Centre.
3. The ACL Centre supports the Council's Strategic Property Energy Strategy 2020-2030 and is designed to help contribute towards achieving the amended climate emergency declaration to become a net zero Council by 2035.
4. The ACL Centre supports the Adults and Communities Directorate's ambition to save and make accessible the cultural and historic heritage of the County, which is also a key commitment in the Adults and Communities Strategy "Delivering Wellbeing and Opportunity 2020-2024".
5. The statutory basis of the Archive Service is derived from the Local Government Act 1972, Sections 224-229. Section 224 imposes a duty on principal authorities (which includes the County Council) to make 'proper arrangements' for the safekeeping of their records and records in their custody.
6. A statutory Code of Practice issued under the Freedom of Information Act 2000 states that 'authorities must have in place appropriate governance, organisational capability and technical measures to ensure that they manage information in accordance with the Code'.
7. On 12 June 2018, the Cabinet agreed to develop proposals for an ACL Hub (now referred to as the ACL Centre).

8. The Committee received a report on options relating to the ACL Centre on 4 March 2024, at which they requested a private workshop to explore the options put forward in the report in more detail.

Background

9. The proposed ACL Centre brings together in one building the County Council's Museum Collections, Creative Learning Service (CLS) resources and the Archive Collections of the Record Office for Leicestershire, Leicester, and Rutland (ROLLR), with conservation and technical facilities, public access spaces including the ROLLR search rooms, and flexible space to enable a wide variety of public activities. The Museum Service and the ROLLR are Accredited Services, recognised by Arts Council England and The National Archives (TNA) respectively. Alongside its core function, the CLS delivers the learning offer for Museum Collections and ROLLR which is a requirement of Accreditation for both services.
10. The Cabinet decision in 2018 to develop proposals for an ACL Centre was considered the most efficient way to address the multiple challenges faced in terms of collection care, storage and public access alongside the lack of suitability of current buildings and capacity for growth. This work was paused in March 2020 due to the Covid-19 pandemic but restarted in 2022, following an internal review.
11. The next phase of work led to the development of a Royal Institute of British Architects (RIBA) Stage 1 design, which was shared with this Committee in November 2023. This estimated the ACL Centre to have an upper cost of £38m, assuming a construction start date of September 2025.
12. The design proposal demonstrated the ability to consolidate and reduce the current space allocated to the elements that would be accommodated within the ACL Centre and reduce from seven sites to one. The proposal addressed the TNA requirement for an additional 25 years of expansion for the Record Office strong room and accommodated the Registration Office requirement. It did not provide expansion for Museum Collections.
13. Following the report shared with this Committee on 6 November 2023, the County Council approved the provisional Medium Term Financial Strategy (MTFS) on 21 February. This demonstrated the challenging financial position facing the County Council and the need for the Authority to reinforce its existing financial control measures in order to address the budgets gaps and ensure a balanced budget.
14. At the same time, discussions with partner authorities showed they were facing similar financial challenges.
15. Given the challenging financial climate new options, which sought to address only the most urgent priorities, were shared with this Committee on 4 March 2024. These looked at the services delivered in partnership (i.e. the ROLLR) separately from those that relate to areas of County Council interest only (i.e. Museum Collections, CLS).
16. In order for members to gain a more detailed understanding of the issues, risks and benefits of these options compared to the proposed ACL Centre the Committee held a private workshop on 9 May 2024.

Workshop

17. The Director of Adults and Communities provided the background to the proposal for an ACL Centre, including the cost estimate for the ACL Centre, information on the partnership between the County Council and Leicester City Council and Rutland Council and associated legal agreements. Also presented was analysis of the options proposed to address the most urgent issues that currently limit the service's ability to meet core requirements and places retention of Archival and Museum accreditation at risk.
18. The options outlined were to:
 - a) procure off site archive standard storage for ROLLR collections currently in non-compliant storage.
 - b) address the schedule of maintenance works for the current ROLLR building in Wigston to ensure it is fit for purpose.
 - c) relocate Museum and CLS collections from five existing storage facilities which are not fit for purpose, to the Eastern Annex. There are already collections stored here, so could be accommodated with minimal adaptation and would release some buildings for disposal or commercial rent.

ROLLR

19. If the ACL Centre is not progressed options available, which would address the need to provide archive compliant storage for current and future archive collections, are limited. Compliant offsite storage, for material that cannot be accommodated in a strong room, can be procured commercially and would satisfy accreditation requirements at a basic level, but would limit public access.
20. In addition, the maintenance programme for the ROLLR, paused due to expectation the building would be vacated, would need to be re-instated immediately to ensure the building was fit for purpose.
21. The cost of these two elements is estimated at £5.5m (£1.7m capital and £3.8m revenue), for a five-year period. This is the period identified for the development of the ACL Centre following permission to start. However, if the ACL is not progressed then these costs would likely continue and increase due to the age and condition of the existing buildings, accreditation requirements, inflation and necessary increases in staffing etc. As resolving these issues is a responsibility for all members of the ROLLR partnership, it is reasonable to expect costs arising from a joint solution to be shared across the partnership.

Museum and CLS Collections

22. In terms of Museum and CLS collections there is a proposal to consolidate collections from five storage locations which are not fit for purpose to the Eastern Annex. This would create the opportunity to release one County Council building for sale and two County Council rental properties back for commercial lease, potentially

generating a capital receipt and revenue growth opportunity through the Investing in Leicestershire Programme.

23. The storage locations proposed to be vacated are:
- Unit 1, Stephenson Court, Coalville;
 - Sherrier Centre, Lutterworth (sale);
 - Unit 8 at Riverside Court, Measham;
 - Boiler House, Snibston;
 - Sheepy Magna Workshop, Snibston.
24. The following buildings would be retained:
- Collections Resources Centre, Barrow upon Soar;
 - Eastern Annex, Glenfield;
 - Main Store and Loco Shed, Snibston.
25. The proposal would generate ongoing savings amounting to an estimated £0.2m over five years, or £1.1m over 25 years comparable to the life of the ACL Centre. It would also create the opportunity for a capital receipt through the disposal of the Sherrier Centre Lutterworth. This proposal would incur one-off costs to prepare and transport collections and provide appropriate storage equipment within the Eastern Annex to receive the additional items. The one-off costs are estimated to be £0.1m. However, these could be offset against the presumed capital receipt. There are no additional ongoing costs, as it would utilise vacant space in an existing building. This approach would further relieve some of the significant pressure on the service to manage the seven current storage locations, by reducing them to four. The Council's Corporate Property Steering Group is aware of the proposal. Further detail on the resource implications is set out below.

Accreditation

26. The Record Office submitted its accreditation return in November 2023 and received a validation visit from TNA on 5 February 2024. In March, the TNA informed the service that the ROLLR had retained Accredited status on a provisional basis for up to two years, until a solution to the lack of capacity for archival standard storage could be identified and implemented. If these issues are not addressed by March 2026 Accreditation could be removed. Alternatively, if addressed, Accreditation could be extended to the usual term of six years (i.e. to 2030).
27. The Record Office strongrooms have exceeded capacity and the current temporary overflow storage does not meet required standards for archive collections. This means the Record Office is currently unable to meet all aspects of the standard.
28. The Museum Service is required to meet the Arts Council England accreditation standard and is currently waiting to be advised on its timetable for re-assessment. The buildings identified to be vacated fall below acceptable standards for storage of museum artefacts, which is assessed as part of the accreditation process, and present a health and safety risk to staff.

29. Archives and Museums have a primary duty to preserve and protect the documents and artefacts in their care. To achieve this storage facilities need to offer a stable and secure environment.

Conclusions from the workshop

30. Following detailed discussion at the workshop, members of the Committee considered that a do-nothing scenario was no longer an option as this would still incur costs and give rise to reputational damage, in particular given the time limit imposed by the TNA following its recent accreditation assessment and its granting of accreditation on the assumption that the issues raised will be addressed within two years. There is now an increased risk of losing accreditation entirely if those issues are not now met. Members were also concerned about the current risks posed to the collections and records, and the health and safety risks faced by staff from the continued use of current premises and equipment.
31. In light of those concerns Members were of the view that the only viable option for a longer-term solution for the Record Office and Museum Service was to proceed with a new ACL Centre in the Eastern Annex with storage facility attached and that steps should be taken as a matter of urgency to move towards this. With this in mind, and noting the financial pressures faced by the Authority, it requested that to give clarity on the capital and revenue financial projections of a do-nothing scenario compared against the proposed new ACL Centre a 25 years cost projection be produced, noting that such information would be vital for the Cabinet to ultimately determine the best way forward.
32. The Members also suggested that officers should, subject to the view of the Cabinet, recommence discussions with Leicester City and Rutland Councils on the possible resurrection of the ACL Centre proposal.
33. Members were reassured that officers would formulate a plan setting out the short-term operational actions still needed to preserve the records and collections now held and asked that the Director of Adults and Communities keep the Committee updated.

Risk Assessment

34. As previously reported failure to resolve the current storage situation is likely to jeopardise the accreditation status of the Archive and Museum Services.
35. As a provider of an accredited archive and accredited Museum Service, the Council has a duty of care in relation to the collections it holds. Secure, environmentally stable and fit for purpose buildings are fundamental requirements, alongside professional staff, to ensure long-term care and preservation of those collections and facilitate public access.
36. All of the buildings identified in this report fall below acceptable standards and therefore place collections and staff at risk. Where necessary short-term mitigation measures have been instigated, e.g. restricting public and staff access, but these are not sustainable.

37. Whilst the County Council and Record Office partners have not reached a decision on the viability of the ACL Centre, it is clear that additional revenue and/or capital spend will be incurred if minimum standards are to be met.

Resource Implications

38. There is no budget in the latest approved MTFS 2023-2027 for the proposed ACL Centre, but it has been identified as a scheme requiring funding within the Capital Programme.
39. If the plan to build the ACL Centre was to proceed, the table below shows the RIBA Stage 1 estimate (2023) for the ACL Centre, with a minimum lifespan of 25 years, and proposed apportionment of costs:

Estimated ACL project costs	LCC Cost	Leicester City Cost	Rutland County Council Cost	Total Cost
	£m	£m	£m	£m
ROLLR element	12.1	7.7	2.2	22.0
Museum and CLS element	10.0	0.0	0.0	10.0
Total estimated cost	22.1	7.7	2.2	32.0

40. It is assumed that the future operating costs of the ACL centre would be lower than those of current buildings.
41. If the plan to build the new ACL Centre did not go ahead then it would not be possible to maintain the current levels of running costs due to the age of the buildings and the requirements associated with maintaining archive and museum accreditation standards. If the other options described in this paper for ROLLR storage were implemented, then there would be an estimated capital cost of around £1.7m, and additional on-going revenue costs in the region of approximately £3.8m over the next five years. These costs would potentially be partially offset by a revenue saving of around £0.2m over five years and a potential one-off capital receipt of £0.3m associated with the consolidation of the Museum and CLS collections to the Eastern Annex.
42. A more detailed appraisal will be developed to compare the new build costs with the costs associated with continuing at the current site over the 25 year period equivalent to the minimum life of the ACL Centre.
43. It should also be noted that the service was restructured in 2020 to deliver a saving on the basis of the delivery of the ACL Centre. If it is no longer proposed to consolidate collections into a single integrated provision a new increased staffing model will be required.
44. Partners benefit from the ROLLR aspects of this proposal and it is proposed costs would be apportioned to partners on the same basis as set out in para 46. The potential revenue saving and capital receipt is apportionable to the County Council only.

Legal Issues

45. The workshop considered the existing partnership arrangements for the ROLLR, which is reflected in two service agreements, one between the County Council and City Council and one between the County Council and Rutland Council. These agreements commenced in 1997 and now require updating. Partners retain ownership of the archive material owned by that party and this would be returned to them in the event the partnership agreement ends. The ROLLR land and building is the property of the County Council and partners have no legal interest in the property.
46. The service agreements set out the basis on which the operating costs of the ROLLR are shared across the partnership. The proportionate financial contributions are based on the respective populations of the three authorities and the approximate percentage of archive collections relating to those authority areas. These are Leicestershire County Council - 55%; Leicester City Council - 35%; Rutland County Council - 10%.
47. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the contents of this report.

Timetable for Decisions

48. Following the TNA visit on 5 February 2024, the deadline to address the issues identified in the Accreditation assessment is March 2026. If the issues identified are resolved by March 2026 then TNA may choose to confirm Accreditation for the full six-year period, which would be until March 2030.
49. Currently there is no specified capital provision in the MTFS, although it is referenced as a future development. Any capital requirement would need to be identified in the development of the future MTFS and capital development programme which will be refreshed in the Autumn.
50. Following the outcome of the workshop, it is proposed, subject to the comments made by the Committee that a report be presented to the Cabinet at its meeting on 21 June 2024.

Conclusions

51. The proposed ACL Centre is the option which addresses the requirements of TNA, the requirements of the County Council and likely to present the most cost-effective solution over 25 years.
52. There is now a necessity to progress a solution for the Record Office and Museum Collections within the next two years.

Recommendation

53. The Committee is asked to note the report and comment on, in light of the information now provided, the Cabinet being requested to consider including the ACL Centre within the next refresh of the MTFS.

Background papers

Leicestershire County Council Strategic Plan 2022-26

<https://www.leicestershire.gov.uk/about-the-council/council-plans/the-strategic-plan>

Strategic Property Energy Strategy 2020-30

<https://democracy.leics.gov.uk/documents/s160429/Appendix%20-%20Strategic%20Property%20Energy%20Strategy%202020-2030.pdf>

Delivering Wellbeing and opportunity in Leicestershire – Adults and Communities Department Ambitions and Strategy for 2020-2024

<https://resources.leicestershire.gov.uk/sites/resource/files/field/pdf/2020/9/30/Vision-and-Strategy-for-Adults-and-Communities-Department-2020-2024.pdf>

Local Government Act 1972 Sections 224-229 -

<https://cdn.nationalarchives.gov.uk/documents/information-management/local-government-act1972.pdf>

Report to the Cabinet: 12 June 2018 – Archives, Heritage and Learning Collections Hub

[http://cexmodgov01/documents/s138163/6_June_Heritage%20Mus%20and%20Records%20Collections%20Hub%20final.pdf?LO\\$=1](http://cexmodgov01/documents/s138163/6_June_Heritage%20Mus%20and%20Records%20Collections%20Hub%20final.pdf?LO$=1)

Report to Adults and Communities, Overview and Scrutiny Committee: 6 November 2023 – Update on the Archives, Collections and Learning Centre

<https://democracy.leics.gov.uk/ieListDocuments.aspx?MId=71110>

Report to County Council (Budget Meeting): 21 February 2024 - Medium Term Financial Strategy 2024/25-2027/28

<https://democracy.leics.gov.uk/ieListDocuments.aspx?MId=7305>

Report to Adults and Communities, Overview and Scrutiny Committee: 4 March 2024 – Update on the Archives, Collections and Learning Centre

<https://democracy.leics.gov.uk/ieListDocuments.aspx?MId=7728>

Investing in Leicestershire Programme – Portfolio Management Strategy 2023/2027

<https://www.leicestershire.gov.uk/sites/default/files/2023-09/MTFS23-Appendix-H-IILP-Strategic-Report.pdf>

Circulation under the Local Issues Alert Procedure

54. None.

Equality Implications

55. There are no equality implications arising from the recommendations in this report, as the proposal will improve the access arrangement for Archive, Museum and Learning Collections. If a decision is taken to proceed the Equality Improvement Assessment will be reviewed and updated.

Human Rights Implications

56. There are no human rights implications arising from the recommendations in this report.

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