



**ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE**  
**1 NOVEMBER 2021**

**UPDATE ON THE PROVISION OF COMMUNITY LIFE CHOICES**  
**SERVICES (DAY SERVICES)**

**REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES**

**Purpose of Report**

1. The purpose of this report is to provide the Committee with an update on the procurement of commissioned Community Life Choices (CLC) services and consultation feedback received to date on the proposed changes to the provision of in-house CLC services.
2. The Committee is asked to note the update and consider and comment on the initial responses received to date on the consultation, the full outcome of which is due to be presented to Cabinet on 14 December 2021.

**Policy Framework and Previous Decisions**

3. On 7 June 2021, the Committee received a report which outlined proposals for the future provision of in-house CLC services and procurement for commissioned CLC services. The Committee confirmed its support on the proposed way forward and requested to be kept informed of future developments.
4. On 22 June 2021, the Cabinet subsequently agreed that a procurement exercise to establish a new CLC provider Framework, with a view to the new service being implemented by the end of November 2021; and agreed that the Director of Adults and Communities be authorised to commence a consultation exercise on proposals to reduce the Council's in-house CLC services and help existing service users move to appropriate alternative services.
5. The consultation proposal has changed from that outlined in the report to Cabinet on 22 June 2021 in relation to consulting with people affected by the proposal, on the advice of legal and communication team colleagues, to an open formal engagement process for a period of eight weeks.
6. A further report is to be submitted to the Cabinet on 14 December 2021 regarding the outcome of the consultation and a proposed way forward for the future delivery of in-house CLC services.

**Background**

7. The County Council operates a commissioning framework for the provision of day services known as CLC, which allows service users choice of provision from a

selection of pre-approved providers. This contract is due to end on 30 November 2021.

8. In addition to the Framework, there are currently 10 building-based day services provided in-house who currently employ 43 full time equivalent staff across locations in Ashby, Blaby, Coalville, Hinckley, Loughborough (2), Market Harborough, Melton Mowbray, South Wigston and Wigston. The Council provides a mix of CLC services which are either within a group or one-to-one setting delivered either from building based or community services as half or full day sessions depending on the customer's assessed need.
9. The County Council's market share within the CLC provider market has steadily reduced over several years. The Covid-19 pandemic has also meant that capacity to deliver in-house services has been dramatically reduced over the past 18 months, leading to a requirement to consider how best to use the resources available to the Council to deliver the right outcomes for service users. Thus, resulting in proposals to better utilise alternative provision within the provider market where there is greater capacity.
10. To that end the Council has proposed to re-focus its in-house services on crisis care, short term reablement and enablement, support for carers through the delivery of a responsive seven day a week service and ceasing the provision of long-term maintenance CLC support.
11. Through the re-procurement of the CLC Framework, work is underway to test the external market to establish whether capacity can be developed to meet the needs of people who attend in-house CLC services.
12. Since the start of the pandemic, officers from in-house CLC services have been actively reviewing services users' needs and existing packages and have worked with service users and their families. Where there has been a need or request, appropriate alternative provision has been sourced from within the current provider market.
13. Following Cabinet approval to consult on the proposed changes to the service there has been a 27% reduction in the number of service users (SUs) accessing in-house CLC provision due to reasons outlined above. The pre-consultation and mid-consultation service usage is outlined in the tables below:

| <b>Pre-consultation service usage</b>                 | <b>Number of SUs</b> |
|---|----------------------|
| The Trees, Hinckley                                   | 7                    |
| Bridgeview, Melton                                    | 13                   |
| Coalville Community Resource Centre (CCRC), Coalville | 15                   |
| Hood Court, Ashby                                     | 3                    |
| Roman Way, Market Harborough                          | 17                   |
| Timber Street, Wigston                                | 8                    |
| Carlton Drive/Blaby Base, Wigston                     | 20                   |

|                                      |            |
|--------------------------------------|------------|
| Charnwood CLC/Victoria, Loughborough | 29         |
| <b>Total</b>                         | <b>112</b> |

| <b>Mid-consultation service usage</b> | <b>Number of SUs</b> |
|---------------------------------------|----------------------|
| The Trees, Hinckley                   | 3                    |
| Bridgeview, Melton                    | 9                    |
| CCRC, Coalville                       | 9                    |
| Hood Court, Ashby                     | 2                    |
| Roman Way, Market Harborough          | 11                   |
| Timber Street, Wigston                | 12                   |
| Carlton Drive/Blaby Base, Wigston     | 12                   |
| Charnwood CLC/Victoria, Loughborough  | 24                   |
| <b>Total</b>                          | <b>82</b>            |

### **Pre-consultation Engagement**

14. In advance of the launch of the formal consultation, communication with people who are directly impacted by these proposals had taken place including with the service staff. Information and reports were shared and opportunities for people to make contact to discuss the proposal was made available.
15. People directly impacted by the proposal were contacted to establish what support was required in maximising participation and engagement during the consultation so that their views can be captured.

### **Consultation**

16. The eight-week formal consultation was launched on 31 August 2021 and is due to end 26 October 2021. The consultation comprises of a document narrating the details of the proposal, alongside a questionnaire. These are available via the Council's website at [www.leicestershire.gov.uk/in-house-community-life-choices](http://www.leicestershire.gov.uk/in-house-community-life-choices), or by post on request. An Easy Read version has also been produced. A dedicated mailbox (email) and phone line is set up to ensure that enquiries can be directed and responded to accordingly.
17. The launch of the consultation was communicated directly with service users and/or relatives/carers affected by the proposal, and paper copies including an Easy Read version of the consultation documents were distributed.
18. Service users and/or relatives/carers of those people who currently use in-house CLC services have been invited to discuss the proposal and/or support required by telephone or face-to-face meetings. This has been made possible by holding meetings in a building deemed to be Covid safe by the Council's Health and Safety Team, ensuring appropriate personal protective equipment and social distancing measures were adopted.

19. Face to face meetings and direct support continues to be provided to those people impacted by the proposal to complete consultation surveys. Where appropriate, advocacy and translation services have also been engaged in maximising engagement and ensuring that people fully understand the proposal and are able to contribute their views and have their say in the consultation.
20. Virtual team meetings are being held with service staff and offers for one-to-one meetings and wellbeing support is being provided.
21. The consultation has also been promoted to:
  - Employees of Direct Services;
  - Elected Members;
  - Trade Unions;
  - Leicester City Council;
  - Rutland Council;
  - Local Clinical Commissioning Groups;
  - Blaby District Council;
  - Charnwood Borough Council;
  - Oadby and Wigston Borough Council;
  - North West Leicestershire District Council;
  - Harborough District Council;
  - Hinckley and Bosworth Borough Council;
  - Melton Borough Council;
  - Healthwatch;
  - Voluntary Action Leicester;
  - General public via a media release and social media posts on the Council's Facebook and Twitter platforms;
  - Learning Disability Partnership Board.
22. As of 15 October 2021, the Council has received 255 responses to the consultation.

### **Emerging themes and headlines**

23. Of those respondents, 58 (23%) are either direct in-house CLC service users or a relative/carer of an in-house CLC service user.
24. The overwhelming majority of respondents strongly disagreed with the proposal for the Council's in-house CLC services to stop providing long term day services packages – 91% of the current users/relatives/carers of in-house CLC services and 83% of the total respondents.
25. Based on the additional comments made, the main reasoning for this response is the lack of alternative provision in the provider market:
  - *“I totally disagree because you can't provide places for people like the man I care for who needs 1-1 care, you've been looking for weeks.”*
  - *“The lack of alternatives for the service user support. There is a shortness in the Melton area of support that is able to meet their needs.”*

- *“This provides an important service to both service users and families. There is no other service in this area that provides this kind of service to people with very complex needs.”*
- *“We have tried other services in the past but unfortunately they didn't meet my daughter's needs.”*
- *“(anonymous) has tried attending independent services and they cannot cope with him.”*
- *“Private sector is not suitable for me needs.”*
- *“Services delivered in house are for people with complex care and support needs and these facilities are unavailable in the private sector. Also, staff in the independent sector are not use to dealing with crisis care and/or have the skill set required like the in-house provision.”*
- *“are there the width and breadth of services that the clients of our sector require. For example, as far as I am aware in the independent sector the amount of hoists is pitiful, as there seems to be a lack of will, knowledge and training.”*

26. Over half of the respondents strongly disagreed with the Council's proposals to support existing service users to transition from in-house CLC services to new alternative provision if the Council stopped providing long term days services at in-house CLC locations – 51% of the current users/relatives/carers of in-house CLC services and 52% of the total respondents.

27. Over half of the respondents strongly disagreed that the market (via an open framework) could provide an improved level of diversity, choice and control in the range of CLC services available to service users – 53% of the current users/relatives/carers of in-house CLC services and 50% of the total respondents.

28. The main reasoning for this was yet again the lack of capacity to deal with more complex needs of individuals:

- *“Again, no placements available for more complex needs.”*
- *“Other services may be unable to provide the level of care or expertise that CLC services currently provide. Most of the people that use the services have complex needs.”*
- *“Because many people with the conditions will not be acceptable to private providers as they do not have the means to accommodate them as mentioned previously. The providers that you mention do not exist at present. The facilities needed, do not coincide with the facilities being offered.”*
- *“Our daughter has tried various alternatives in the past, but they failed to meet her needs and put more strain and stress on our family.”*
- *“We have no knowledge of the availability of provision in the sector. Lack of information.”*
- *“Don't know what's out there, there isn't really anything in this area.”*
- *“The market lacks capacity in general and does not have the appropriate facilities to accommodate such a range of services. It is likely that support packages will breakdown and mean that the council would need to provide more services around the person.”*

29. The early emerging themes of the feedback are heavily focussed on the provider market; namely around gaps in service provision for those with more complex needs and the lack of information and engagement with the sector about what is available in specific local areas where the council has existing in-house CLC service provision.

### **Update on Procurement of the New CLC framework**

30. The CLC Framework closed to bidders on 27 September 2021 and the Council received a total of 37 tender responses. Of the 37 tender responses received, 16 providers have included an application to deliver services for people with Profound and Multiple Learning Disabilities. The tender responses are being evaluated and it is anticipated that award letters will be sent out to successful bidders who will form part of the new CLC Framework at the end of October 2021.

### **Conclusions**

31. The outcome of the consultation will be reported to the Cabinet on 14 December 2021 and a proposed way forward agreed.
32. The Committee is asked to note the update and consider and comment on the initial responses received to the consultation, which can be included within the report on the outcome of the formal consultation and other engagement activities due to be presented to the Cabinet on 14 December 2021.
33. A supplementary report will be provided to the Committee in due course which will include an update on the responses received to the consultation and the outcome of the procurement.

### **Resource Implications**

34. The current budget for in-house CLC service provision for 2021/22 is £3m. Further analysis is ongoing as part of the consultation process to quantify future costs and potential savings; balancing the cost of in-house provision against a transfer of expenditure to externally provided services.
35. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the contents of this report.

### **Background papers**

- Leicestershire County Council Strategic Plan 2018-22  
<https://www.leicestershire.gov.uk/sites/default/files/field/pdf/2021/2/1/LCC-Strategic-Plan-2018-22.pdf>
- Delivering Wellbeing and Opportunity in Leicestershire – Adults and Communities Department Ambitions and Strategy for 2020-24  
<https://resources.leicestershire.gov.uk/sites/resource/files/field/pdf/2020/9/30/Vision-and-Strategy-for-Adults-and-Communities-Department-2020-2024.pdf>
- Report to Adults and Communities Overview and Scrutiny Committee: 6 September 2016 - Community Life Choices Framework 2017-20 and Consultation on Future Delivery  
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=1040&MId=4521&Ver=4>
- Report to the Cabinet 11 October 2016 – Community Life Choices Framework 2017-20 - Outcome of Consultation on Future Delivery  
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=4606&Ver=4>
- Report to Adults and Communities Overview and Scrutiny Committee – 1 November 2016 - Community Life Choices Framework 2017-20 – Outcome of Consultation on

Future Delivery

<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=1040&MId=4936&Ver=4>

- Report to Adults and Communities Overview and Scrutiny Committee –7 June 2021 – Procurement of Community Life Choices Services  
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=1040&MId=6462>
- Report to the Cabinet: 22 June 2021 – Procurement of Community Life Choices Services  
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MID=6444>

### **Equality and Human Rights Implications**

36. An Equality and Human Rights Impact Assessment (EHRIA) screening document has been completed in relation to the consultation. The EHRIA has yet to be commented on by the Departmental Equalities Group, however a verbal update will be provided to the Committee at the meeting. It concluded that the recommendations should have a neutral impact on the services.
37. The EHRIA will be reviewed and updated following the consultation and presented alongside the Cabinet report on a proposed way forward.

### **Officers to Contact**

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