



Leicester  
City Council

## **MEETING OF THE ADULT SOCIAL CARE SCRUTINY COMMISSION**

**DATE: THURSDAY, 15 JANUARY 2026**

**TIME: 5:30 pm**

**PLACE: Meeting Room G.01, Ground Floor, City Hall, 115 Charles Street, Leicester, LE1 1FZ**

### **Members of the Committee**

Councillor March (Chair)

Councillor Cole (Vice-Chair)

Councillors Batool, Joannou, Kaur Saini, Orton, Russell and Sahu

Members of the Committee are invited to attend the above meeting to consider the items of business listed overleaf.

For Monitoring Officer

### **Officer contacts:**

**Julie Bryant (Governance Services), Governance Services (Governance Services) and Katie Jordan (Governance Services),**

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If you have any queries about any of the above or the business to be discussed, please contact:

**Katie Jordan, Governance Services and Kirsty Wootton, Governance Services on** .  
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## **PUBLIC SESSION**

## **AGENDA**

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### **1. WELCOME AND APOLOGIES FOR ABSENCE**

To issue a welcome to those present, and to confirm if there are any apologies for absence.

### **2. DECLARATIONS OF INTERESTS**

Members will be asked to declare any interests they may have in the business to be discussed.

### **3. MINUTES OF THE PREVIOUS MEETING**

[\*\*Appendix A\*\*](#)

The minutes of the meeting of the Adult Social Care Scrutiny Commission held on Thursday 13<sup>th</sup> November have been circulated and Members will be asked to confirm them as a correct record.

### **4. CHAIR'S ANNOUNCEMENTS**

The Chair is invited to make any announcements as they see fit.

### **5. QUESTIONS, REPRESENTATIONS AND STATEMENTS OF CASE**

Any questions, representations and statements of case submitted in accordance with the Council's procedures will be reported.

### **6. PETITIONS**

Any petitions received in accordance with Council procedures will be reported.

### **7. DRAFT GENERAL FUND REVENUE BUDGET 2026/27**

The Director of Finance submits a report setting out the City Mayor's proposed

Draft General Fund Revenue Budget for 2026/27.

**8. DRAFT THREE YEAR CAPITAL PROGRAMME  
2026/27**

The Director of Finance submits a report setting out the City Mayor's proposed Draft Three Year Capital Programme 2026/27.

**9. ADULT SOCIAL CARE QUARTER 2 PERFORMANCE  
(APRIL-SEPTEMBER 2025) AND QUALITY  
ASSURANCE**

The Strategic Director of Social Care and Education submits a report providing an update on performance in Adult Social Care, and information on monitoring and improving quality.

**10. REABLEMENT PROVIDER SERVICE INSPECTION -  
VERBAL UPDATE**

The Strategic Director for Social Care and Education provides a verbal update on the Reablement Provider Service Inspection.

**11. LEICESTER SAFEGUARDING ADULTS BOARD  
ANNUAL REPORT 2024-2025**

The Leicester Safeguarding Adults Board (LSAB) submit their 2024/25 Annual Report which will be presented by the LSAB Independent Chair.

**12. SELF-NEGLECT AND SOCIAL WORK PRACTICE: AN [Appendix B](#)  
OVERVIEW**

The Director of Adult Social Care and Safeguarding submits a report providing the ASC Scrutiny Commission with an overview of the issues relating to self-neglect, from the perspective of Adult Social Care.

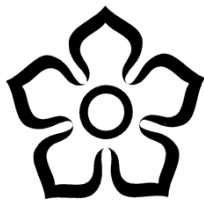
**13. WORK PROGRAMME [Appendix C](#)**

Members of the Commission will be asked to consider the work programme and make suggestions for additional items as it considers necessary.

**14. ANY OTHER URGENT BUSINESS**







Leicester  
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# Appendix A

Minutes of the Meeting of the  
ADULT SOCIAL CARE SCRUTINY COMMISSION

Held: THURSDAY, 13 NOVEMBER 2025 at 5:30 pm

P R E S E N T:

Councillor March - Chair

Councillor Batool  
Councillor Kaur Saini  
Councillor Russell

Councillor Joannou  
Councillor Dave (Substitute for  
Councillor Orton)  
Councillor Kitterick (Substitute  
for Councillor Sahu)

Also present:  
Councillor Moore  
Councillor Karavadra  
Councillor Chauhan  
Councillor Rae Bhatia

\* \* \* \* \*

## **144. WELCOME AND APOLOGIES FOR ABSENCE**

It was noted that apologies for absence were received from Cllr Orton with Cllr Dave as substitute and Cllr Sahu with Cllr Kitterick as substitute.

## **145. DECLARATIONS OF INTERESTS**

Cllr March announced a potential career interest in the CQC item.  
Cllr Russell announced that she had been the Executive Lead for the service area when the CQC inspection took place

## **146. MINUTES OF THE PREVIOUS MEETING**

The Chair highlighted that the minutes from the meeting held on 26<sup>th</sup> June were included in the agenda pack and asked Members to confirm whether they were an accurate record.

AGREED:

- It was agreed that the minutes for the meeting on 26<sup>th</sup> June 2025 were a correct record.

#### **147. CHAIRS ANNOUNCEMENTS**

The Chair noted that all Council Members had been invited to the meeting for consideration of the CQC item and welcomed additional members.

#### **148. QUESTIONS, REPRESENTATIONS AND STATEMENTS OF CASE**

It was noted that none had been received.

#### **149. PETITIONS**

It was noted that none had been received.

#### **150. PROPOSAL TO IMPLEMENT THE CARE ARRANGEMENT FEE IN ADULT SOCIAL CARE**

The Director for Social Care and Commissioning submitted a report and gave a presentation on the powers within the Care Act 2014 which allowed the council to implement the proposed charging approach. Research had been carried out to understand practice across the country. A targeted 6 week consultation took place between 11<sup>th</sup> August and 26<sup>th</sup> September. As a result of the feedback the proposal was revised to introduce a single one off fee payable to the local authority, with all other associated care costs covered by the council. It was noted that:

The proposed charge was £165.47 per arrangement. This was considered favourable compared to the 24 local authorities examined. The fee reflected the administrative cost incurred and the council emphasised that it was not a profit making organisation.

Implementation was planned in a way that minimised the impact on residents and responded to consultation feedback. A total of 45% of respondents felt the revised proposal was manageable. Scheduled payment options, and support to help people make an informed choice would be offered .

In discussion with Members, the following was noted:

- Clarification was sought on what performance indicators would be used to track the impact of the scheme and ensure quality. Officers referred to the quality information already included in the report and explained that relevant data on the service and fee would be collected.
- Concerns were raised that 32% of people were already known to be affected and that no clear indicators had been set to measure the impact. Officers stated that uptake of the arrangement was optional and



could be declined if residents believed it would negatively affect them.

- The discussion reflected wider concerns about the shift in responsibility towards residents managing their own care. Members highlighted the potential risks to individuals and the need to understand the real world impact of this change on people's lives and financial stability.
- Questions were raised about the financial implications for those with savings above the £23k threshold. Members noted that the proposed £165.47 fee would be a one off fee, not an annual fee,
- Further queries explored the administrative costs and whether the fee was being introduced to raise income. Officers confirmed that around 234 people currently received this type of arrangement, with an estimated 135 expected to take up the option each year. The administrative cost remained £165.47 per arrangement. Expected income was around £19k in year 1 rising to around £113k in year 5. Officers reiterated that the council was legally required to break even and could not generate profit from the fee.
- Members questioned why the department needed additional income when it had underspent in recent years. It was explained that the wider local authority continued to face financial challenges and that underspends could not be relied upon in future.
- The discussion broadened to consider the wider position of self-funders. Members highlighted that the £23k savings threshold had not increased for many years and no longer reflected current costs of living. Concerns were raised about growing financial pressure on residents, especially where hidden costs were involved.
- Examples were shared of day to day expenses faced by people receiving care, including paying for alarms or purchasing items privately when standard provision did not meet their needs. Members noted that such costs often accumulated unnoticed until people were directly affected.
- Officers confirmed that the proposed fee would not apply if a person's savings dropped below the £23k threshold. They emphasised the intention to provide clear advice and support and highlighted the importance of early help.
- Members proposed adding a deeper exploration of self-funders to the scrutiny work programme. They felt it would be valuable to understand how many self-funders lived in the city and what their experiences were compared to other areas. Reference was made to checking previous minutes where similar issues had been raised.
- The importance of involving voluntary and community sector partners in any future work was noted to ensure a fuller understanding of resident experiences.
- Members also wished to hear from larger care providers to better understand business models and pressures in the sector. Concerns were raised about the small consultation response, the potential for repeated fees as care needs changed and the risk of residents falling into arrears. It was stressed that any fee collection process must avoid causing additional financial strain.
- Officers confirmed that small changes would not trigger repeat fees, and

this detail will be agreed ahead of implementation. Care packages could increase as needs changed and support would be adjusted accordingly. The concerns raised about debt and unintended consequences were acknowledged in full.

**AGREED:**

1. The contents of the report were noted.
2. Self-funders would be added to the work programme.
3. Providers of care services would be invited to present their experience of working with self-funders and the local authority.

## **151. CQC REPORT**

The Strategic Director for Social Care & Education submitted a report and gave a presentation to the Commission on the outcome of the Care Quality Commission assessment of Adult Social Care, and the action plan developed as a result.

The Assistant City Mayor for Adult Social Care Dawood introduced the report noting the following:

- The Local Authority rating had been 'Requires improvement'.
- The report did not set out any recommendations. Since the inspection, substantial progress had been made, and an action plan had been implemented.
- Leicester's scoring was only marginally below the threshold for a rating of 'Good'.
- Scrutiny input played a vital role. Recommendations and engagement with the Commission were welcomed.

The Strategic Director for Social Care & Education presented the slides, key points to note were as follows:

- The inspection commenced over a year ago, with offsite work followed by the onsite inspection. Results had been published in July 2025.
- This had marked the first round of CQC assessments with the next expected to take place in 3 years' time.
- The inspection had taken individual comments into account.
- Ratings were scored in terms of percentages.
- Leicester had scored 56% which was higher than some neighbouring Local Authorities. Derbyshire County Council scored 67% and their strengths might be a source of learning.
- Other Council services were inspected separately, including the Integrated Crisis Response, Shared Lives and the Reablement Provider Services. All were rated Good.
- Some assessment criteria in the CQC Assessment had been rated

‘Good’ including Partnerships and Communities.

- Priority areas included improving carer experiences, accessible guidance and support, waiting times, governance and safeguarding processes, care market and quality. Targets had been created, risks and opportunities were identified in the action plan.

In response to member questions and comments, the following was noted:

- A blended approach to improvement was considered essential, combining the findings of the report with existing data and intelligence.
- Annual conversations via the Association of Directors of Adult Social Services and the peer reviews would continue to shape intelligence.
- There was a high level of confidence in delivering improvements and in setting future targets.
- Regular updates would be brought back to scrutiny.
- The Council's own self-assessment had already highlighted issues with waiting times.
- System related issues had contributed to some data inaccuracies.
- Significant work was going into improving performance reporting.
- The Council had raised some concerns regarding report accuracy, and this had been further raised (by the Regional Care and Health Improvement Advisor) with central government, but the focus was now on moving forward.
- The long-term strategy remained rooted in grassroots engagement, the report did not identify the groups that contributed feedback, which made following up specific comments more challenging.
- The Leading Better Lives Programme had been referenced in the report for good practice, this was fully co-produced.
- Multi-agency safeguarding procedures had been recognised but more detailed team-level guidance had been suggested as a gap; work was ongoing in this area and a new post of Safeguarding Adult Practice lead was being recruited to.
- It was noted that the majority of people preferred to contact the service via telephone, and other avenues were being explored to ensure accessibility. The Commission welcomed further work surrounding digital exclusion.
- Further Scrutiny work had been scheduled.
- The Commission recommended reviewing previous forecasts and outcomes when the next budget item came to the Scrutiny meeting.
- Staffing issues were acknowledged, work on career progression was ongoing and staff morale remained high. Members raised some concerns regarding staff morale and were asked to provide more information to Directors so this could be looked in to and addressed.
- The Commission suggested an overall approach of examining at a granular level on a theme-by-theme basis.
- The Commission recognised success in reducing waiting times, but noted ongoing inequalities linked to generational factors and language barriers. Work with partners across Care and Health aimed to target these issues through improved data.

- Further work was requested by the Commission to understand the gap in support for working age carers and the isolation experienced by those caring. An examination of respite provision for young carers was requested.
- Transition work preparing young people into adulthood could be explored within the SEN Inspection and scrutinised through the CYPE Scrutiny Commission.
- The Commission welcomed work with Partners in Care and Health to improve on Scrutiny.
- A lack of staff awareness of available services was noted. While a range of resources existed, additional training requirements were acknowledged.
- **RECOMMENDATIONS:**
  - For further scrutiny of carers' experience and with additional measurements in relation to working age carers, respite for young carers and experiences of isolation.
  - For cross departmental work with Public Health on digital exclusion.
  - For further consideration of Deprivation Of Liberty Safeguards.
  - For more work on developing the service for those with learning disabilities.
  - For budgetary reporting to Scrutiny to include previous forecasting and outturn information.
  - To extend Scrutiny work with Partners in Care and Health.
  - For an additional metric to be added under governance.
  - For Scrutiny to be conducted at a granular level, looking at each theme individually.
  - When each theme is brought back to scrutiny, for greater granularity over the measures being considered prior to November 2026.

**AGREED:**

1. The contents of the report were noted.

*Councillor Kitterick left during the consideration of this item.*

## **152. WORK PROGRAMME**

The Chair reminded Members that should there be any items they wish to be considered for the Work Programme to share these with her and the Senior Governance Officer.

## **153. ANY OTHER URGENT BUSINESS**

There being no further business, the meeting closed at 19.33





# **Draft General Fund Revenue Budget 2026/27**

Decision to be taken by: Council

Date of meeting: Draft for 25 February 2026

Lead director: Amy Oliver, Director of Finance

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## Useful information

- Ward(s) affected: All
- Report author: Catherine Taylor/Amy Oliver
- Author contact details: [amy.oliver@leicester.gov.uk](mailto:amy.oliver@leicester.gov.uk)
- Report version number: 1

### 1. Purpose

- 1.1. The purpose of this report is to present the City Mayor's strategy for balancing the budget for the next 3 years and to seek approval to the actual budget for 2026/27. The strategy is a continuation of the medium-term strategy established last year and includes the use of one-off money and reductions in annual service spending through savings and work to reduce the growth areas such as social care and homelessness. It is designed to ensure we remain financially sustainable for as long as possible, while we continue to seek ways to reduce the ongoing budget gap.
- 1.2. Whilst the strategy is forecast to provide sufficient reserves to balance the budget for at least the next three years, and is a significant improvement on previous forecasts, an ongoing budget gap continues. The Council continues to annually spend more than the income received and is using one-off monies to balance the budget. The City Mayor will continue to make these points to the Government.
- 1.3. The proposed budget for 2026/27 is described in this report, subject to any amendments the City Mayor may wish to recommend when he makes a firm proposal to the Council.

### 2. Summary

- 2.1. As members will be aware, the financial outlook is difficult. Like many authorities, we have ongoing difficulties in being able to balance our budget. A number of authorities have previously applied to the Government for "exceptional financial support", and/or to issue a formal report under section 114 of the Local Government Finance Act 1988. We are unaware if further authorities will be applying for EFS as part of this year's budget setting
- 2.2. We have so far been able to avoid reaching a financial crisis point, by the use of a "managed reserves strategy" and a multi-strand budget strategy approved last year. This is progressing, and the underlying financial position – while still difficult – has improved from last year's forecasts. As a result, this report proposes continuing the existing financial strategy and extending it to March 2029.
- 2.3. We are continuing with our £60m asset sales program, however we are not envisaging requiring a capitalisation direction over the three-year period of this financial strategy. Therefore, we will look to use this to fund some of the previously approved capital budget to relieve the borrowing pressures in the years the capital receipts are received.



- 2.4. Achieving our strategic vision for the Council is dependent on establishing a sustainable budget position, which enables decisions to be made that balance the resource implications against the financial constraints. This strategy does not make specific decisions about how any service will be delivered, but provides a framework within which those decisions will be made. In particular, it reinforces our commitment to providing high quality care services, and provides additional resources in this area. We are also looking to maintain our economic development to support the long term vision for the City and invest in areas that improve the city for the people that live here.
- 2.5. In addition, to this we are continuing to mitigate the pressures within temporary accommodation by investing in additional accommodation for these households. This strategy looks to provide the revenue support to continue with our positive approach to preventing homelessness, alongside significant capital investment included in the capital budget strategy.
- 2.6. Estimates of our available funding are particularly uncertain this year. The government is undertaking a substantial review of support to local authorities; at the time of writing, the outcome of a consultation has just been published, and we do not expect to have the finance settlement for 2026/27 until just before Christmas. As a result, this draft budget report is based on estimates that could change significantly. However, given the wider position of the public finances, it is very unlikely that any changes will eliminate the substantial gap between our annual spending and income.
- 2.7. Local government reorganisation (LGR) could deliver significant efficiency savings to support the Council's budget, depending on the option chosen by the Government. As these would not start to materialise until 2028/29 at the earliest, the impact has been disregarded for the purposes of this report.
- 2.8. The report proposes a council tax increase of just under 5%, which is the maximum we believe we will be allowed to set without a referendum.
- 2.9. The medium-term outlook is attached at Appendix 4 and shows the escalating scale of the financial pressures facing the council.

### **3. Recommendations**

- 3.1. At the meeting in February, the Council will be asked to:
- a) approve the three year budget strategy described in this report;
  - b) approve the proposed budget and council tax for 2026/27, including the recommendations in the formal budget resolution, subject to any changes proposed by the City Mayor when he makes his final proposal to the Council;
  - c) approve the budget ceilings for each service, drafts of which will be at Appendix 1 to the final report;
  - d) approve the scheme of virement described in Appendix 2 to this report;

- e) note my view on the adequacy of reserves and the estimates used in preparing the budget;
- f) note the equality implications arising from the proposed tax increase, as described in paragraph 15 and Appendix 3;
- g) note the medium-term financial strategy and forecasts presented at Appendix 4, and the significant financial challenges ahead;
- h) note the earmarked reserves position that will be set out at Appendix 5 to the final report;
- i) note the policy on council tax premiums and discounts set out at Appendix 6;
- j) note the council tax support scheme has been reviewed by the Executive, and reported to OSC, during the year;
- k) approve the inflationary increase to Council Tax Support Scheme thresholds as shown at Appendix 7 and approve further inflationary increases in future years (to be calculated with reference to published CPI inflation for the September prior to the start of the year in question);
- l) approve the capital receipts flexibility policy that will be at Appendix 8.

#### **4. Background and Financial Strategy**

- 4.1. Between 2010 and 2020, a “decade of austerity” meant that services other than social care had to be reduced by 53% in real terms, limiting our scope to make further cuts. This was followed by the covid-19 pandemic which led to “stop gap” budgets whilst we dealt with the immediate emergency, and saw the budgets being supported by reserves.
- 4.2. This is alongside cost pressures shared by authorities across the country. These include pressures on the costs of children that are looked after and support for homeless households, as well as the long-standing pressures in adult social care and the hike in inflation. The budgets for 2024/25 and 2025/26 were supported by a further £61m and £31m of reserves respectively.
- 4.3. Plans for a “fair funding” review of grant allocation have been repeatedly delayed. This has left us providing services to a population far in excess of our last needs assessment (population has grown faster than elsewhere in the country, so an equitable system ought to give us a greater share of the national pot). The review is now being introduced for the 2026/27 financial year, although full implementation will take several years.
- 4.4. In February 2025, the Council approved a multi-strand budget strategy aimed at balancing the budget for a minimum three years. This includes:

**Strand 1** - Releasing one-off monies to buy time, including the release of £90m from the capital reserve, and replacing this with borrowing to fund the capital programme;

**Strand 2** - Reductions in the capital programme to reduce the borrowing required, and therefore reduce the cost of this borrowing;

**Strand 3** – A programme of property sales aiming to secure an additional £60m of one-off monies. These receipts cannot be used to support the revenue budget without permission from the Secretary of State. It is now planned to use some of the capital receipts to support the capital programme and reduced the revenue cost of borrowing.

**Strand 4** – Steps to constrain growth in those statutory services that are under demand led pressure (i.e. adult and children's social care services, and homelessness).

**Strand 5** – Ongoing savings totalling £23m per year by 2027/28.

- 4.5. Progress against each of these strands is set out in the sections below, along with a limited number of areas of additional investment to assist in meeting corporate priorities.
- 4.6. Given the progress already made, and some improvements in factors outside our direct control, we now expect to have reserves available at the end of the forecast period (March 2029). However, these reserves are one-off funding and an underlying budget gap remains (although improved) which will need to be met in the longer term.

## 5. **Strands 1-3: releasing one-off monies and reductions in the capital programme**

- 5.1. Last year's forecasts included the release of £90m from the capital reserve, and £20m from other earmarked reserves. Since the budget was approved, a further £12m has been added to the budget reserve from subsequent reviews and additional one-off income.
- 5.2. Given the difficult financial outlook, earmarked reserves are kept under regular review, and amounts that are no longer required for their original purpose are released to the budget strategy reserve. This has now identified a further £0.5m that can be used to support the overall budget position.
- 5.3. The programme of property sales is continuing, and has achieved £21m in completed or legally contracted sales, with a further £55m of sales being progressed.
- 5.4. Originally, it was forecast that these receipts would be required to balance the budget after the 3-year strategy (which would require specific permission from the government). To do this, we would need to borrow money to fund the capital programme, which increases our revenue costs in the longer term. Given the improvement in reserves balances in the latest forecasts, options are now being explored to use some of these receipts to reduce our borrowing requirements.

- 5.5. Available one-off funding has also been reviewed to ensure future costs are provided for. As detailed in paragraph 9 below, it is proposed to set monies aside towards transitional costs associated with local government reorganisations, and the DSG cumulative deficit when the current statutory override ends.

## 6. **Strand 4: Constraining Growth in Service Demand**

- 6.1. For several years, one of the chief reasons for our budget gap is growth in the costs of statutory services, particularly social care (and, more recently, homelessness), which have outstripped growth in our income.

### **Adult Social Care**

- 6.2. The budget for **Adult Social Care** requires growth to take account of demographic and inflationary pressures. Demographic pressures can be the result of increased packages of support to those people already receiving care, or a change in the mix of people we provide care for, for example more working age people are diagnosed early with life-long health conditions such mental health and dementia. Inflationary pressures arise from increases in National Living Wage (NLW) and general inflation.
- 6.3. Calculating future growth is a complex process taking into account current care packages and future projections. The growth required can be seen in the following table:

	2026/27	2027/28	2028/29
	£m	£m	£m
Underlying budget	179.1	179.1	179.1
Placement growth	14.8	29.8	45.1
Additional income	(2.0)	(2.0)	(2.0)
Vacancy factor	(0.4)	(0.2)	0.0
<b>TOTAL</b>	<b>191.5</b>	<b>206.7</b>	<b>222.2</b>

- 6.4. The department continues to reduce growth in the costs of care by reducing new entrants, preventative and early support, and by enhanced partnership working. Tracking of current package costs indicate that the department may have spent £24m more in 2025/26 (rising to £41m in 2026/27) if cost mitigation work had not taken place. This programme of work continues, and the future growth pressures identified above takes this into account. Despite this work, it is forecast that costs of care will increase by over £40m over the three years of this strategy.
- 6.5. The council has undertaken significant work to ensure that other local authority and health partners are contributing their fair share towards care costs. Through this work, adult social care have generated an additional £2.6m in 2025/26. Although we do not anticipate a sudden drop in future, this additional income is subject to the changes that

occur in care packages following reassessments or changes in a person's health conditions.

- 6.6. Adult Social Care was rated as 'Requires Improvement' by the CQC in July. They recognised that we have an effective care and support system, there is clear governance in place and that we are committed to staff development. However, as there were areas for improvement identified, we are implementing an action plan focussing on this.
- 6.7. Adult social care continues to struggle with recruiting and are undertaking significant work to reduce vacancies. However, we need to recognise that they are unlikely to be fully established in 2026/27, so have included a vacancy factor that will reduce over the three strategy period.

### Education and Children's Services

- 6.8. The budget for **Education and Children's Services** will require growth in future years. This is due to the increasing costs of providing children's social care, particularly where a small number of care packages incur a significant cost due to the specific needs of those children.
- 6.9. The growth required has been estimated as shown in the following table.

	2026/27	2027/28	2028/29
	£m	£m	£m
Underlying budget	120.1	120.1	120.1
Growth already in the strategy	1.0	2.1	0
Additional growth required	3.3	4.9	8.7
Vacancy factor	(1.0)	(0.5)	(0.2)
<b>TOTAL</b>	<b>123.4</b>	<b>126.6</b>	<b>128.6</b>

- 6.10. There is a strategy in place to increase our in-house offer providing better quality accommodation, improved quality control, lower likelihood of placement breakdowns and better matching to the needs of young people. This is also anticipated to provide better cost efficiency than external placements. It costs on average £260,200 per annum across our internal provision compared to £302,667 externally in residential settings; costs are lower by about 14% in our internal homes, along with having better outcomes.
- 6.11. This cost differential will be greater as we plan to improve our capabilities for providing in-house support for children and young people with complex needs, particularly those at risk of deprivation of liberty orders (DOLs) or living in accommodation unregulated by Ofsted. This may also benefit children who are living in care out of the city in need of a local residential placement. The capital build costs will be funded jointly with the Department of Education (DFE) and these two new children's homes are expected to be operational in 2027.

- 6.12. We are part of a pilot Families First Partnership (FFP) programme where we are working with our safeguarding partners to transform and expand preventative support. The overall aim is to keep more families together by strengthening kinship support and ultimately gain a significant reduction in the numbers of looked after children. Several work strands are underway including family group decision making, improving the role of education in multi-agency safeguarding arrangements and information sharing between partners. Through this work, the department has avoided costs of £1.3m in 2025/26 and this is expected to continue in future years.
- 6.13. The Dedicated Schools Grant (DSG) cumulative deficit at the end of 2024/25 was £22.5m and is forecast to be £44.8m by the end of the current financial year 2025/26. The government has extended the statutory override to the end of 2027/28 whilst it considers reform to the funding for SEND and children's social care. The government have indicated that they will resolve (or centrally fund) DSG deficits occurring after April 2028, but it is not clear how deficits already accrued will be resolved; our cumulative deficit could be as high as £78m by the end of 2027/28. Therefore, it is planned to set aside the funding of the deficit to date from the budget reserve. This transfer will be made in the outturn monitoring report once the final deficit figure is known. Local authorities are not allowed to charge borrowing costs of the cumulative deficit to the DSG but have to pay it from the General Fund.

### General Fund Housing

- 6.14. The budget for **homelessness** has been under severe pressure due to increased numbers of households presenting as homeless, and growth of £11m, in addition to a £6m contingency, was included in the 2025/26 budget. Mitigating work, including £45m of investment in temporary housing, has avoided an estimated £59m of costs by 26/27. However, the number of cases continues to increase and (without further action) will put further pressure on future years' budgets.
- 6.15. The 2026/27 General Fund Capital Programme Report (also on your agenda) includes the addition of £50m for the direct acquisition of properties for use as temporary accommodation. The revenue implications of this investment are covered within that report. Alongside acquisitions, it is proposed that we grow the number of properties leased from private sector landlords by 110; the cost of leasing a property is significantly less than hotel stays, and is estimated to result in the avoidance of annual revenue costs. Given the increasing number of homelessness presentations, additional staff are required to ensure that the focus remains on prevention rather than alleviation of need, and funding for additional staff is included in this budget.
- 6.16. The overall revenue impact of the above is estimated as:

	26/27 £m	27/28 £m	28/29 £m
Additional growth required without further mitigations	5.9	12.0	12.0
Net revenue impact of property acquisitions	(2.2)	(6.2)	(6.2)

Net impact of additional leased properties	(1.7)	(3.9)	(3.9)
Additional staffing cost	1.8	1.8	1.8
<b>Total</b>	<b>3.8</b>	<b>6.6</b>	<b>6.6</b>

- 6.17. In recent years, nationally the cost of Housing Benefit linked to supported housing has continued to rise and this is the same for us. Unlike the majority of Housing Benefit, these elements are not fully funded through government subsidy, and we have limited ability to influence either the level of rents charged or the claims themselves. The forthcoming changes to licensing and rent setting under the Supported Housing Act should improve our ability to manage these cases, but this will take time to have a material impact. To reflect the ongoing pressure, growth of £1.5m per year has been included in the proposed budget.

## **7. Strand 5 – Savings Programme**

- 7.1. The budget strategy approved last year required achievement of savings totalling £23m by 2027/28. Progress against these savings targets has been regularly monitored and reported in the quarterly budget monitoring reports. By period 6 in 2025/26, over 60% of the £23m total had already been achieved:

	Target (full year) £m	Achieved to date £m
Estates & Building Services	2.8	1.0
Housing	1.0	0.9
Neighbourhoods & Environmental Services	7.2	2.1
Planning, Development and Transportation	4.0	4.0
Tourism, Culture & Inward Investment	2.3	2.3
Children's Services	1.0	1.0
Corporate Services	2.0	0.9
Financial Services	1.1	0.4
Adult Social Care	1.2	1.2
<b>TOTAL</b>	<b>22.6</b>	<b>13.7</b>

- 7.2. More details on these savings can be found in the regular quarterly monitoring reports. Work is ongoing to realise the balance of the savings total.

## **8. Additional Investment**

- 8.1. Given the underlying financial pressures, the scope for additional investment is limited. However, growth has been built into the budget for some priority areas:
- 8.2. During the redevelopment of the central market there is a shortfall of income as a consequence of a reduction in the number of traders and a lower fee being charged.

£450k is being made available in 2026/27 to cover this shortfall in income until the new market becomes operational.

- 8.3. This budget includes funding for a permanent team, building on the pilot work already underway, to better manage public spaces across the city. At a cost of £0.3m per year, the hybrid team will work 7 days a week to tackle anti-social behaviour and environmental enforcement, working alongside the existing City Warden, Public Health and Housing teams.
- 8.4. The UK Shared Prosperity Fund (UKSPF) is a government grant to invest in communities, businesses, people and skills, which runs until March 2026. This funding has been supporting some Council services such as festival, inward investment and business/retail support team. Without the addition of the £1m to the budget this would lead to this work not continuing.
- 8.5. Ash dieback is a disease which ultimately leads to the death of ash trees, of which there are 19,000 across the City. The disease increases the chance of branches becoming brittle and falling. Whilst this risk has been appropriately managed, existing budgets have become strained and a dedicated team is needed to deal with this going forward. £0.3m is being made available for a team to monitor sites and prioritise trees for removal.

## 9. Budget Strategy Reserve

- 9.1. When the 2025/26 budget was set, the budget strategy reserve was forecast to be £163.6m at 1<sup>st</sup> April 2025, reducing to £25m by March 2028. There have been improvements to the forecasts, offset by the need to set aside amounts to meet the historic DSG deficit as described in 6.13 above. Updated forecasts show that we are now expecting a balance of £27.2m by March 2029:

	2025/26 £m	2026/27 £m	2027/28 £m	2028/29 £m
<b>At the beginning of the year</b>	<b>193.8</b>	<b>129.9</b>	<b>101.7</b>	<b>71.2</b>
Add: Forecast rates pool surplus	7.5			
<i>Reserve restatements:</i>				
From earmarked reserves		0.5		
Set aside for DSG deficit	(44.8)			
Set aside for LGR transitional costs		(14.0)		
Minus budget gap	(26.6)	(14.7)	(30.5)	(44.0)
<b>At the end of the year</b>	<b>129.9</b>	<b>101.7</b>	<b>71.2</b>	<b>27.2</b>



## **10. Construction of the 2026/27 budget**

- 10.1. By law, the Council's role in budget setting is to determine
- The level of council tax;
  - The limits on the amount the City Mayor is entitled to spend on any service ("budget ceilings") - proposed budget ceilings are shown at Appendix 1;
- 10.2. In line with Finance Procedure Rules, the Council must also approve the scheme of virement that controls subsequent changes to these ceilings. The proposed scheme is shown at Appendix 2.
- 10.3. The budget is based on a proposed Band D tax for 2026/27 of £2,121.87, an increase of just under 5% compared to 2025/26. This is the maximum which will be permitted without a referendum.
- 10.4. The tax levied by the City Council constitutes only part of the tax Leicester citizens have to pay (albeit the major part – 84% in 2025/26). Separate taxes are raised by the Police and Crime Commissioner and the Combined Fire Authority. These are added to the Council's tax, to constitute the total tax charged.
- 10.5. The actual amounts people will be paying, however, depend upon the valuation band their property is in and their entitlement to any discounts, exemptions or benefit. Almost 80% of properties in the city are in band A or band B, so the tax will be lower than the Band D figure quoted above. The Council also has schemes for mitigating hardship.
- 10.6. The Police and Crime Commissioner and Combined Fire Authority will set their precepts in February 2026. The formal resolution will set out the precepts issued for 2026/27, together with the total tax payable in the city.

## **11. 2026/27 Budget Overview**

- 11.1. The table below summarises the proposed budget for 2026/27 (projections for a full three-year period are included in the medium-term strategy at Appendix 4):

	<b>2026/27</b>
	<b>£m</b>
<b>Net service budget</b>	<b>456.8</b>
Provision for pay inflation	6.0
Corporate budgets (including capital finance)	12.4
Housing Benefits	1.5
General contingency for risk	1.0
<b>Expenditure total</b>	<b>477.7</b>
<b>Income:</b>	
Council tax	179.3
Collection Fund surplus	0.8

Settlement Funding Assessment	275.5
Extended Producer Responsibility for Waste	7.4
<b>Income total</b>	<b>463.0</b>
<b>Remaining budget gap (to be met from reserves)</b>	<b>14.7</b>

## **12. Departmental Budget Ceilings**

12.1. Budget ceilings have been prepared for each service, calculated as follows:

- a) The starting point is last year's budget, subject to any changes made since then which are permitted by the constitution (e.g. virement);
- b) An allowance is made for non-pay inflation on a restricted number of budgets. Our general rule is that no allowance is made, and departments are expected to manage with the same cash sum that they had in the previous year. Exceptions are made for the budgets for independent sector adult social care (2%) and foster care (2%) but as these areas of service are receiving growth funding, an inflation allowance is merely academic (we pay from one pot rather than another). Budgets for the waste PFI contract have been increased by RPI, in line with contract terms.
- c) Unavoidable growth has been built into the budget. This has been mitigated by action that has already been taken to control costs in demand-led areas, as detailed in paragraph 6 above. Budgets have also been increased for the investment described at section 8.
- d) Savings requirements for 2026/27, as set out in last year's budget strategy, have been deducted from service budgets, along with additional savings that have been approved subsequently to the strategy being set.
- e) Budget ceilings have been reduced to reflect the reduction in employers' pension contributions from April 2026. The pension fund is managed by the County Council and its performance is reviewed by independent actuaries every 3 years. The actuaries examine investment performance in particular, and seek to ensure that all councils in the scheme make future contributions that are sufficient to pay all pensions when they become due. Our contributions are paid as a percentage of payroll costs, and previous reviews have usually led to an increase. As a consequence of the most recent review, we will be paying around £9m per year less than we are now. Members are asked to note that this does not reflect any reduction in the Council's overall liabilities: ultimately, we have to pay sufficient contributions to the County Council to ensure that all future pension costs are paid. Note that employees also pay a percentage of their earnings to the fund – these amounts are fixed by law.

12.2. The proposed budget ceilings are set out in Appendix 1.

- 12.3. In recent years, the pay award for local government staff has not been agreed until part way through the financial year. A central provision is held to fund the 2026/27 pay award, forecast at 3% and will be added to budget ceilings once agreed.
- 12.4. A substantial review of government funding is under way (see paragraph 14 below). It is likely that this will lead to some current grant funding streams being rolled into general funding, which will require amendments to the budget ceilings. (These are largely presentational changes to government funding that will not, in themselves, affect the amount we have available to spend).
- 12.5. The role of the Council is to determine the financial envelopes within which services are delivered. Delivering the services within budget is a function of the City Mayor.

### **13. Corporately held Budgets and Provisions**

- 13.1. In addition to the services' budget ceilings, some budgets are held corporately. These are described below.
- 13.2. As discussed above, a provision has been set aside for **pay awards**, which are not (in recent years) agreed until some time into the financial year. The provision is based on an assumed 3% pay award each year
- 13.3. The budget for **capital financing** represents the cost of interest and debt repayment on capital spending, less interest received on balances held by the council. Decisions to borrow money to fund capital expenditure have led to an increase in the budget, although this increase will reduce where capital receipts are used to fund expenditure in lieu of borrowing. The budget also reflects the scale of the Dedicated Schools Grant deficit, impacts the level of interest received and must be met from the general fund.
- 13.4. **Miscellaneous central budgets** include external audit fees, pension costs of some former staff, levy payments to the Environment Agency, bank charges, general insurance costs, money set aside to assist council taxpayers suffering hardship and other sums it is not appropriate to include in service budgets. Miscellaneous central budgets are partially offset by the effect of recharges from the general fund into other statutory accounts of the Council.
- 13.5. The **housing benefits** budget funds the difference between benefits payments and the amount of subsidy received from central government. This gap has been increasing in recent years, particularly around supported housing (see para. 6.17 above).
- 13.6. A corporate contingency budget of £1m has been set aside, which will only be allocated if necessary. Following a number of years of having limited requirement to use the corporate contingencies the budgets have been reduced. However, it should be noted if we do have any unexpected pressures in 2026/27 the budget strategy

reserve is available to be used. This would however reduce the one-off funding available for the future year budget strategies.

## **14. Resources**

- 14.1. The majority of the council's core funding comes from business rates; government grant funding; and council tax. Service-specific sources of funding, such as fees & charges and specific grants, are credited to the relevant budget ceilings, and are part of departmental budgets.
- 14.2. A major review of government funding is in progress, which will update funding allocations for the first time since 2013. At the time of writing, we do not have the outcome of this review and this draft budget is necessarily based on estimates, informed by modelling work commissioned from external advisors. The provisional settlement, which will give us figures for the major funding streams, is expected shortly before Christmas.

### Business rates and core grant funding

- 14.3. Local government retains 50% of business rates collected locally, with the balance being paid to central government. In recognition of the fact that different authorities' ability to raise rates do not correspond to needs, there are additional elements of the business rates retention scheme: a top-up to local business rates, paid to authorities with lower taxbases, and Revenue Support Grant (RSG).
- 14.4. The government's planned reforms from April 2026 include several overlapping strands:
- Fully equalising for differences in council tax bases across the country. We should gain from this as our tax base is relatively low;
  - Revised and updated formulae that measure each area's "need to spend" on different service areas. It appears from the information we have to date, that we will lose funding from some of these changes;
  - Rebasing business rates income to redistribute growth achieved since 2013; and to reflect the rates revaluation that will be implemented from April;
  - Transitional arrangements to phase in the effect on individual authorities.
- 14.5. The split of funding between different funding streams (business rates, top-up and RSG payments) is not yet known. For this draft budget, the total "settlement funding assessment" (SFA) is shown as a proxy for the totality of government grant and the proportion of business rates that are kept by the City Council. Overall, our current assessment is that the Council should benefit from these changes, but not as significantly as we might have anticipated.

### Council tax

- 14.6. Council tax income is estimated at £179m in 2026/27, based on an assumed tax increase of just below 5% (the maximum we believe will be allowed to set without a

referendum). The 5% limit will include a “social care levy” of 2%, designed to help social care authorities mitigate the growing costs of social care. Since our tax base is relatively low for the size of population, the levy raises just £3.5m per year.

- 14.7. The estimated council tax base has grown by 2.3% since last year’s budget was set. The final council tax base is calculated on data from the end of November, and will be included in the final budget report to Council in February.
- 14.8. While the major elements of Council Tax banding and discounts are determined nationally, some discounts and premiums, as well as the Council Tax Support Scheme for those on low incomes, are determined locally. Appendix 6 sets out these discounts and premiums.

#### Other corporate income

- 14.9. The majority of grant funding is treated as income to the relevant service departments and is not shown separately in the table at paragraph 11. Other grants which existed in previous years are expected to be rolled into the general settlement, and are not shown separately.
- 14.10. From 2025/26, a new (unringfenced) funding stream relating to Extended Producer Responsibility (EPR) in respect of waste packaging has been received, for which our provisional allocation for 2026/27 is £7.4m. We have only limited information about likely levels of income in later years, which will depend on producers’ responses to the new levy. Regardless of the position, we expect waste costs to increase by up to £3m per year when there is a new contract in May 2028.

#### Collection Fund surplus / deficit

- 14.11. Collection fund surpluses arise when more tax is collected than assumed in previous budgets. Deficits arise when the converse is true.
- 14.12. The Council has an estimated **council tax collection fund surplus** of £2.4m, after allowing for shares to be paid by the police and fire authorities. The reasons for this include a reduction in bad debt provision, following significant work to improve collection rates; and a continuing fall in the cost of the council tax support scheme (CTSS).
- 14.13. The Council has an estimated **business rates collection fund deficit** of £1.5m.

### **15. Budget and Equalities (Surinder Singh, Equalities Officer)**

- 15.1. The Council is committed to promoting equality of opportunity for its residents; both through its policies aimed at reducing inequality of outcomes, and through its practices aimed at ensuring fair treatment for all and the provision of appropriate and culturally sensitive services that meet local people’s needs.

- 15.2. In accordance with section 149 of the Equality Act 2010, the Council must “have due regard”, when making decisions, to the need to meet the following aims of our Public Sector Equality Duty :-
- (a) eliminate unlawful discrimination;
  - (b) advance equality of opportunity between those who share a protected characteristic and those who do not;
  - (c) foster good relations between those who share a protected characteristic and those who do not.
- 15.3. Protected groups under the public sector equality duty are characterised by age, disability, gender reassignment, pregnancy/maternity, race, religion or belief, sex and sexual orientation.
- 15.4. When making decisions, the Council (or decision maker, such as the City Mayor) must be clear about any equalities implications of the course of action proposed. In doing so, it must consider the likely impact on those likely to be affected by the recommendation; their protected characteristics; and (where negative impacts are anticipated) mitigating actions that can be taken to reduce or remove that negative impact.
- 15.5. A number of risks to the budget are addressed within this report (section 16 below). If these risks are not mitigated effectively, there could be a disproportionate impact on people with particular protected characteristics and therefore ongoing consideration of the risks and any potential disproportionate equalities impacts, as well as mitigations to address disproportionate impacts for those with particular protected characteristics, is required.

## **16. Risk Assessment and Estimates**

- 16.1. Best practice requires me to identify any risks associated with the budget, and Section 25 of the Local Government Act 2003 requires me to report on the adequacy of reserves and the robustness of estimates.
- 16.2. Assessing the robustness of estimates requires a judgement to be made, which is now hard given the volatility of some elements of the budget. The most significant individual risks are described below.
- 16.3. Like most (probably all) upper tier authorities, we run the risk of further demand and cost increase in adults’ social care and children’s placements, despite mitigating work that is continuing.
- 16.4. Like many housing authorities, we run the risk of further cost pressures from homelessness. However, the Council has a significant programme of investment in temporary accommodation to mitigate this risk.

- 16.5. In addition to the above, we have a cumulative overspend of £22.5m on the schools' "high needs" block, which we have not had to write off against general fund reserves due to a special dispensation given by the Government, and available until 31<sup>st</sup> March 2028; by which time it could be as high as £78m. It remains unclear how this national issue will be resolved; a planned White Paper has been delayed to next year which is expected to propose ways to reduce the ongoing costs deficit, but the historic deficit will still need to be met.
- 16.6. We are also exposed to any further inflationary cost pressures, which may result from world events.
- 16.7. Significant progress has been made on achieving the savings target, however failure to deliver the savings would have significant impact on the strategy.
- 16.8. A key part of our strategy is the use of one-off monies to balance the budget gap. This has a multiplicative effect of any risks which crystallise into annual cost pressures. For instance, an additional £5m per year of unavoidable cost will, all other things being equal, use £15m of reserves by the end of 2028/29.
- 16.9. The proposed budget contains a reduced level of corporate contingency (£1m per year) compared to previous years. As our budget is supported by reserves, this is largely presentational – a lower call on reserves is initially budgeted for each year, but with a greater chance that pressures will exceed the available contingency and further use of reserves will have to be made. If the call on reserves is required this will reduce the future one-off monies available in future budgets.
- 16.10. However, there is a clear plan: that shows the improvements that have been made in our financial strategy and the budget gap is closing, we continue to work on a programme to further reduce it. This involves the continuation of the cost mitigation work in areas of service under pressure, transformation of services and the potential to reduce borrowing by using capital receipts to fund the capital programme.
- 16.11. Subject to the above comments, I believe the estimates made in preparing the budget are sufficiently robust to allow the budget for 2026/27 to be approved.
- 16.12. In addition, we have a substantial level of reserves available to support the budget strategy. This means that, in the short term, reserves can be used in substitution for any savings which cannot be made, or for unexpected cost pressures; and there is limited risk of being unable to balance the budget in 2026/27. I regard our level of reserves as adequate.
- 16.13. As a last resort, a £15m General Fund emergency balance is held. I do not expect to have to call on this balance in the time period set out in this strategy.

## **17. Financial, Legal and Other Implications**

### **17.1. Financial Implications**

This report is exclusively concerned with financial issues.

**17.2. Legal Implications (Kamal Adatia, City Barrister & Head of Standards)**

- 17.2.1. The budget preparations have been in accordance with the Council's Budget and Policy Framework Procedure Rules – Council's Constitution – Part 4C. The decision with regard to the setting of the Council's budget is a function under the constitution which is the responsibility of the full Council.
- 17.2.2. At the budget-setting stage, Council is estimating, not determining, what will happen as a means to the end of setting the budget and therefore the council tax. Setting a budget is not the same as deciding what expenditure will be incurred. The Local Government Finance Act, 1992, requires an authority, through the full Council, to calculate the aggregate of various estimated amounts, in order to find the shortfall to which its council tax base has to be applied. The Council can allocate greater or fewer funds than are requested by the Mayor in his proposed budget.
- 17.2.3. As well as detailing the recommended council tax increase for 2026/27, the report also complies with the following statutory requirements:-
- (a) Robustness of the estimates made for the purposes of the calculations;
  - (b) Adequacy of reserves;
  - (c) The requirement to set a balanced budget.
- 17.2.4. Section 65 of the Local Government Finance Act, 1992, places upon local authorities a duty to consult representatives of non-domestic ratepayers before setting a budget. There are no specific statutory requirements to consult residents.
- 17.2.5. The discharge of the 'function' of setting a budget triggers the duty in s.149 of the Equality Act, 2010, for the Council to have "due regard" to its public sector equality duties. These are set out in paragraph 15. There are considered to be no specific proposals within this year's budget that could result in new changes of provision that could affect different groups of people sharing protected characteristics. Where savings are anticipated, equality assessments will be prepared as necessary. Directors and the City Mayor have freedom to vary or abort proposals under the scheme of virement where there are unacceptable equality consequences. As a consequence, there are no service-specific 'impact assessments' that accompany the budget. There is no requirement in law to undertake equality impact assessments as the only means to discharge the s.149 duty to have "due regard". The discharge of the duty is not achieved by pointing to one document looking at a snapshot in time, and the report evidences that the Council treats the duty as a live and enduring one. Indeed, case law is clear that undertaking an EIA on an 'envelope-setting' budget is of limited value, and that it is at the point in time when policies are developed which reconfigure services to live within the budgetary constraint when impact is best assessed. However, an analysis of equality impacts



has been prepared in respect of the proposed increase in council tax, and this is set out in Appendix 3.

17.2.6. Judicial review is the mechanism by which the lawfulness of Council budget-setting exercises are most likely to be challenged. There is no sensible way to provide an assurance that a process of budget setting has been undertaken in a manner which is immune from challenge. Nevertheless the approach taken with regard to due process and equality impacts is regarded by the City Barrister to be robust in law.

17.2.7. Schedule 1A to the Local Government Finance Act 1992 states that the Council must “make” a Council Tax Reduction scheme for each financial year, and if it wishes to change it, it must “revise” or “replace” it. The deadline for making, revising or replacing a Scheme is 11<sup>th</sup> March. There are no proposals to change the CTSS so recommendation 3.1(j) reflects the decision to keep the existing Scheme, subject to inflationary changes to thresholds for support.

### 17.3. **Climate Change Implications**

17.3.1 The climate emergency remains one of the key long-term challenges facing the council and the city, creating increasing real-world consequences, including financial costs, as we have seen from recent flooding incidents.

17.3.2 In broad terms, the financial pressures facing the council, and the strategy proposed for addressing them, are likely to have the following implications for addressing the climate emergency:

- Reductions in service delivery and sale of council buildings may result in reductions in the council’s own carbon footprint i.e. the emissions caused by our own use of buildings and travel. These savings may not always be reflected in those of the wider city if reductions in council activity are offset by increases in community or business activity. For example, where council facilities need to be closed and sold/transferred, their use by community groups or businesses will still generate emissions.

- The constraints on both revenue and capital are likely to reduce opportunities for the council to invest in projects to reduce carbon emissions and to make the city more resilient to the changing climate, except where a compelling ‘spend-to-save’ business case can be made or external grant funding can be secured.

17.3.3 Efforts should continue to develop financial and environmental ‘win-win’ climate projects, such as those which can cut council energy/fuel bills and carbon emissions. Likewise, any opportunities to secure external funding for climate work should be sought.

17.3.4 More specific climate emergency implications will continue to be provided for individual decisions regarding projects and service/policy changes relating to implementing the budget strategy.

## Budget Ceilings

*[to follow]*

DRAFT

### Scheme of Virement

1. This appendix explains the scheme of virement which will apply to the budget, if it is approved by the Council.

#### Budget Ceilings

2. Directors are authorised to vire sums within budget ceilings without limit, providing such virement does not give rise to a change of Council policy.
3. Directors are authorised to vire money between any two budget ceilings within their departmental budgets, provided such virement does not give rise to a change of Council policy. The maximum amount by which any budget ceiling can be increased or reduced during the course of a year is £500,000. This money can be vired on a one-off or permanent basis.
4. Directors are responsible, in consultation with the appropriate Deputy/Assistant Mayor if necessary, for determining whether a proposed virement would give rise to a change of Council policy.
5. Movement of money between budget ceilings is not virement to the extent that it reflects changes in management responsibility for the delivery of services.
6. The City Mayor is authorised to increase or reduce any budget ceiling. The maximum amount by which any budget ceiling can be increased during the course of a year is £5m. Increases or reductions can be carried out on a one-off or permanent basis.
7. The Director of Finance may vire money between budget ceilings where such movements represent changes in accounting policy, or other changes which do not affect the amounts available for service provision. The Director of Finance may vire money between budget ceilings to reflect where the savings (currently shown as summary figures in Appendix One) actually fall.
8. Nothing above requires the City Mayor or any director to spend up to the budget ceiling for any service. At the end of the year, underspends on any budget ceiling shall be applied:
  - (a) Firstly, to offset any overspends in the same department;
  - (b) Secondly, to the corporate reserve for future budget pressures.

#### Corporate Budgets

9. The following authorities are granted in respect of corporate budgets:
  - (a) the Director of Finance may incur costs for which there is provision in miscellaneous corporate budgets, except that any policy decision requires the approval of the City Mayor;
  - (b) the Director of Finance may allocate the provision for pay awards and other inflation;

### Earmarked Reserves

10. Earmarked reserves may be created or dissolved by the City Mayor. In creating a reserve, the purpose of the reserve must be clear.
11. Directors may add sums to an earmarked reserve from a budget ceiling, if the purposes of the reserve are within the scope of the service budget, and with the agreement of the Director of Finance. This cannot take place at year end (see para. 8 above).
12. Directors may spend earmarked reserves on the purpose for which they have been created.
13. When an earmarked reserve is dissolved, the City Mayor shall determine the use of any remaining balance.
14. The City Mayor may transfer any sum between earmarked reserves.

### Other

15. The City Mayor may amend the flexible use of capital receipts policy, and submit revised policies to the Secretary of State.

## Equality Impact Assessment

## Equality Impact Assessment (EIA) Tool:

<b>Title of proposal</b>	Council tax increase for 2026/27
<b>Name of division/service</b>	Corporate
<b>Name of lead officer completing this assessment</b>	Catherine Taylor, Financial Strategy Manager
<b>Date EIA assessment commenced</b>	3 <sup>rd</sup> November 2025
<b>Date EIA assessment completed (<i>prior to decision being taken as the EIA may still be reviewed following a decision to monitor any changes</i>)</b>	
<b>Decision maker</b>	Council
<b>Date decision taken</b>	25 February 2026

<b>EIA sign off on completion:</b>	<b>Signature</b>	<b>Date</b>
<b>Lead officer</b>	Catherine Taylor	21 November 2025
<b>Equalities officer (has been consulted)</b>	Surinder Singh	21 November 2025
<b>Divisional director</b>	Amy Oliver	4 December 2025

## Please ensure the following:

- a) That the document is **understandable to a reader who has not read any other documents** and explains (on its own) how the Public Sector Equality Duty is met. This does not need to be lengthy but must be complete and based in evidence.
- b) That available support information and data is identified and where it can be found. Also be clear about highlighting gaps in existing data or evidence that you hold, and how you have sought to address these knowledge gaps.
- c) That the equality impacts are capable of aggregation with those of other EIAs to identify the cumulative impact of all service changes made by the council on different groups of people.
- d) That the equality impact assessment is started at an early stage in the decision-making process, so that it can be used to inform the consultation, engagement and the decision. It should not be a tick-box exercise. Equality impact assessment is an iterative process that should be revisited throughout the decision-making process. It can be used to assess several different options.
- e) Decision makers must be aware of their duty to pay 'due regard' to the Public Sector Equality Duty (see below) and 'due regard' must be paid before and at the time a decision is taken. Please see the Brown Principles on the equality intranet pages, for information on how to undertake a lawful decision-making process, from an equalities perspective. Please append the draft EIA and the final EIA to papers for decision makers (including leadership team meetings, lead member briefings, scrutiny meetings and executive meetings) and draw out the key points for their consideration. The Equalities Team provide equalities comments on reports.

## 1. Setting the context

Describe the proposal, the reasons it is being made, and the intended change or outcome. Will the needs of those who are currently using the service continue to be met?

### Purpose

The Council has a legal obligation to set a balanced budget each year. There remains a difficult balance between funding services for those most in need, maintaining support for most vulnerable and the investment required to ensure the effective delivery of services. Council Tax is a vital funding stream for the Council to fund essential services. This appendix presents the draft equalities impact of a proposed 4.99% council tax increase. This includes a precept of 2% for Adult Social Care, as permitted by the Government without requiring a referendum.

### **Alternative options**

The realistic alternative to a 5% council tax increase would be a lower (or no) increase. A reduced tax increase would represent a permanent diminution of our income unless we hold a council tax referendum in a future year. In my view, such a referendum is unlikely to support a higher tax rise. It would also require more cuts to services in later years (on top of the substantial cost savings already required by the budget strategy).

The budget situation is already extremely difficult, and it seems inevitable that further cuts will have severe effects on front-line services. It is not possible to say precisely where these future cuts would fall; however, certain protected groups (e.g. older people; families with children; and people with disabilities) could face disproportionate impacts from reductions to services.

### **Mitigating actions**

The Council has a range of mitigating actions for residents. These include: funding through the new Crisis & Resilience Fund, which replaces the Household Support Fund and Discretionary Housing Payments from April 2026, direct support through Council Tax Discretionary Relief (which increased by 50% from £500,000 to £750,000 from April 2025 for two years) and Community Support Grant awards; the council's work with voluntary and community sector organisations to provide food to local people where it is required – through the network of food banks in the city; through schemes which support people getting into work (and include cost reducing initiatives that address high transport costs such as providing recycled bicycles); and through support to social welfare advice services.

## 2. Equality implications/obligations

Which aims of the Public Sector Equality Duty (PSED) are likely be relevant to the proposal? In this question, consider both the current service and the proposed changes.

### a. Eliminate unlawful discrimination, harassment and victimisation

- How does the proposal/service aim to remove barriers or disproportionate impacts for anyone with a particular protected characteristics compared with someone who does not share the same protected characteristics?
- Is this a relevant consideration? What issues could arise?

The Council Tax decision, as part of the overall budget strategy, aims to balance the funding of services for those in need, maintaining support for most vulnerable and the investment required to ensure the effective delivery of services. It does not, in itself, make specific decisions about the delivery of those services; which will be the subject of separate decisions with their own equality assessments, where appropriate.

### b. Advance equality of opportunity between different groups

- Does the proposal/service advance equality of opportunity for people?
- Identify inequalities faced by those with specific protected characteristic(s).
- Is this a relevant consideration? What issues could arise?

By securing funding, the proposal aims to advance equality of opportunity by maintaining services that support independence and quality of life for these key protected groups, thereby reducing inequalities they face.

### c. Foster good relations between different groups

- Does the service contribute to good relations or to broader community cohesion objectives?
- How does it achieve this aim?
- Is this a relevant consideration? What issues could arise?

Securing a sustainable budget for local services contributes to community stability and social cohesion. Effective, well-funded services that support vulnerable residents can help indirectly in fostering good relations.



### 3. Who is affected?

Outline who could be affected, and how they could be affected by the proposal/service change. Include people who currently use the service and those who could benefit from, but do not currently access the service. Where possible include data to support this.

#### Who is affected by the proposal?

As at October 2025, there were 133,220 properties liable for Council Tax in the city (excluding those registered as exempt, such as student households).

Under the CTSS scheme, “vulnerable” households with low income are eligible for up to 100% support, limited to the amount payable on a band C property. Other low income households are eligible for up to 80% support, limited to the amount payable on a Band B property. Households deemed vulnerable are defined in the scheme which uses proxies to identify disability and/or caring responsibilities.

Council tax support for pensioner households follows different rules. Low-income pensioners are eligible for up to 100% relief on the total amount payable.

#### How are they affected?

The table below sets out the financial impact of the proposed council tax increase on different properties, before any discounts or reliefs are applied. It shows the weekly increase in each band, and the minimum weekly increase for those in receipt of a reduction under the CTSS for working-age households who are not classed as vulnerable. [Under the scheme introduced last year, households classified as vulnerable can access up to 100% CTSS support]

Band	No. of Properties	Weekly increase (£)	Minimum Weekly Increase under CTSS (£)
A-	411	1.08	0.22
A	77,960	1.29	0.26
B	26,994	1.51	0.30
C	15,571	1.72	0.52

D	6,667	1.94	0.73
E	3,432	2.37	1.16
F	1,530	2.80	1.59
G	613	3.23	2.02
H	42	3.88	2.67
<b>Total</b>	133,220		

In most cases, the change in council tax (around £1.51 per week for a band B property with no discounts; and just 30p per week if eligible for the maximum 80% reduction for non-vulnerable households under the CTSS) is a small proportion of disposable income, and a small contributor to any squeeze on household budgets. A council tax increase would be applicable to all properties - the increase would not target any one protected group, rather it would be an increase that is applied across the board. However, it is recognised that this may have a more significant impact among households with a low disposable income.

Households at all levels of income have seen their real-terms income decline in recent years due to cost-of-living increases, and wages that have failed to keep up with inflation; although inflation has fallen more recently. These pressures are not limited to any protected group; however, there is evidence that low-income families spend a greater proportion of their income on food and fuel (where price rises have been highest), and are therefore more affected by price increases.

A 3.8% uplift to most working-age benefits, in line with CPI inflation, will come into effect from April 2026, while the State Pension and pension-age benefits will increase by 4.8%. The Local Housing Allowance rates for 2026/27 have not yet been announced. [NB council and housing association tenants are not affected by this as their rent support is calculated differently and their full rent can be compensated from benefits].

#### 4. Information used to inform the equality impact assessment

- What **data, research, or trend analysis** have you used?
- Describe how you have got your information and what it tells you
- Are there any gaps or limitations in the information you currently hold, and how you have sought to address this? E.g. proxy data, national trends, equality monitoring etc.

Information on the properties subject to Council Tax is obtained from the Council's own systems. We do not hold detailed information on council taxpayers' protected characteristics; national and local economic data has been used to help assess the likely impact on different groups.

## 5. Consultation

Have you undertaken consultation about the proposal with people who use the service or people affected, people who may potentially use the service and other stakeholders? What did they say about:

- What is important to them regarding the current service?
- How does (or could) the service meet their needs? How will they be affected by the proposal? What potential impacts did they identify because of their protected characteristic(s)?
- Did they identify any potential barriers they may face in accessing services/other opportunities that meet their needs?

Draft budget will be published in early December in advance of the final decision in February

## 6. Potential Equality Impact

Based on your understanding of the service area, any specific evidence you may have on people who use the service and those who could potentially use the service and the findings of any consultation you have undertaken, use the table below to explain which individuals or community groups are likely to be affected by the proposal because of their protected characteristic(s). Describe what the impact is likely to be, how significant that impact is for individual or group well-being, and what mitigating actions can be taken to reduce or remove negative impacts. This could include indirect impacts, as well as direct impacts.

Looking at potential impacts from a different perspective, this section also asks you to consider whether any other particular groups, especially vulnerable groups, are likely to be affected by the proposal. List the relevant groups that may be affected, along with the likely impact, potential risks and mitigating actions that would reduce or remove any negative impacts. These groups do not have to be defined by their protected characteristic(s).

### Protected characteristics

#### Impact of proposal:

Describe the likely impact of the proposal on people because of their protected characteristic and how they may be affected. Why is this protected characteristic relevant to the proposal? How does the protected characteristic determine/shape the potential impact of the proposal? This may also include **positive impacts** which support the aims of the Public Sector Equality Duty to advance equality of opportunity and foster good relations.

#### Risk of disproportionate negative impact:

How likely is it that people with this protected characteristic will be disproportionately negatively affected? How great will that impact be on their well-being? What will determine who will be negatively affected?

#### Mitigating actions:

For disproportionate negative impacts on protected characteristic/s, what mitigating actions can be taken to reduce or remove the impact? You may also wish to include actions which support the positive aims of the Public Sector Equality Duty to advance equality of opportunity and to foster good relations. All actions identified here should also be included in the action plan at the end of this EIA.

### **a) Age**

Indicate which age group/s is/ are most affected, either specify general age group (children, young people, working aged people or older people) or specific age bands.

#### **What is the impact of the proposal on age?**

Older people (pension age and older) are least affected by a potential increase in council tax and can access more generous (up to 100%) council tax relief. However, in the current financial climate, a lower council tax increase would require even greater cuts to services in due course. While it is not possible to say where these cuts would fall exactly, there are potential negative impacts for this group as older people are the primary service users of Adult Social Care.

While employment rates remain high, earnings have not kept up with inflation in recent years so working families are likely to already be facing pressures on households' budgets. Younger people, and particularly children, were more likely to be in poverty before the current cost-of-living crisis and this is likely to have continued.

#### **What is the risk of disproportionate negative impact on age?**

Working age households and families with children – incomes squeezed through reducing real-terms wages.

#### **What are the mitigating actions?**

Lower-income households will have access to the Council Tax Support Scheme, providing up to 100% support for “vulnerable” households and up to 80% for other low income households.

In addition, households will have access to council discretionary funds for individual financial crises; access to council and partner support for food; and advice on managing household budgets.

### **b) Disability**

A person has a disability if she or he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities. If specific impairments are affected by the proposal, specify which these are. Our standard categories are on our equality monitoring form – physical impairment, sensory impairment, mental health condition, learning disability, long standing illness, or health condition.

**What is the impact of the proposal on disability?**

Disabled people are more likely to be in poverty. Many disabled people will be classed as vulnerable in the proposed new CTSS scheme and will therefore be protected from the impact of a council tax increase.

However, in the current financial climate, a lower council tax increase would require even greater cuts to services in due course. While it is not possible to say where these cuts would fall exactly, there are potential negative impacts for this group as disabled people are more likely to be service users of Adult Social Care.

**What is the risk of disproportionate negative impact on disability?**

Further erode quality of life being experienced by disabled people.

**What are the mitigating actions?**

The CTSS scheme has been designed to give additional support (up to 100%) to vulnerable households. It also allows support at the level of the band C tax, rather than band B as applies to non-vulnerable households.

In addition, households will have access to council discretionary funds for individual financial crises; access to council and partner support for food; and advice on better managing budgets.

Ensure all information and advice relating to the CTSS scheme, discretionary funds, and support services is available and provided in a range of accessible formats.

### c) Gender reassignment

Indicate whether the proposal has potential impact on trans men or trans women, and if so, which group is affected. a trans person is someone who proposes to, starts, or has completed a process to change his or her gender. A person does not need to be under medical supervision to be protected.

#### What is the impact of the proposal on gender reassignment?

No disproportionate impact is attributable specifically to this characteristic.

#### What is the risk of disproportionate negative impact on gender reassignment?

N/A

#### What are the mitigating actions?

N/A

### d) Marriage and civil partnership

Please note that the under the Public Sector Equality Duty this protected characteristic applies to the first general duty of the Act, eliminating unlawful discrimination, only. The focus within this is eliminating discrimination against people that are married or in a civil partnership with regard specifically to employment.

#### What is the impact of the proposal on marriage and civil partnership?

No disproportionate impact is attributable specifically to this characteristic

#### What is the risk of disproportionate negative impact on marriage and civil partnership?

N/A

#### What are the mitigating actions?

N/A

### **e) Pregnancy and maternity**

Does the proposal treat someone unfairly because they're pregnant, breastfeeding or because they've recently given birth.

#### **What is the impact of the proposal on pregnancy and maternity?**

Someone who is pregnant or recently given birth often have lower incomes during the period immediately before and after childbirth, when they may be receiving statutory maternity pay or no pay at all.

#### **What is the risk of disproportionate negative impact on pregnancy and maternity?**

Household may have a lower income during this period and be disproportionated impacted by the increase in Council Tax.

#### **What are the mitigating actions?**

Lower-income households will have access to the Council Tax Support Scheme, providing up to 100% support for “vulnerable” households and up to 80% for other low income households.

In addition, households will have access to council discretionary funds for individual financial crises; access to council and partner support for food; and advice on managing household budgets.

### **f) Race**

Race refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins. A racial group can be made up of two or more distinct racial groups, for example Black Britons, British Asians, British Sikhs, British Jews, Romany Gypsies and Irish Travellers.

#### **What is the impact of the proposal on race?**

Those with white backgrounds are disproportionately on low incomes (indices of multiple deprivation) and in receipt of social security benefits. Some ethnic minority people are also low income and on benefits.

#### **What is the risk of disproportionate negative impact on race?**

Household income being further squeezed through low wages and reducing levels of benefit income.



### **What are the mitigating actions?**

Lower-income households will have access to the Council Tax Support Scheme, providing up to 100% support for “vulnerable” households and up to 80% for other low income households.

In addition, households will have access to council discretionary funds for individual financial crises; access to council and partner support for food; and advice on managing household budgets.

Where required, interpretation and translation services will be provided to remove barriers in accessing support/advice.

### **g) Religion or belief**

Religion refers to any religion, including a lack of religion. Belief refers to any religious or philosophical belief and includes a lack of belief. Generally, a belief should affect your life choices or the way you live for it to be included in the definition. This must be a belief and not just an opinion or viewpoint based on the present state of information available and;

- be about a weighty and substantial aspect of human life and behaviour
- attain a certain level of cogency, seriousness, cohesion, and importance, and
- be worthy of respect in a democratic society, not incompatible with human dignity and not in conflict with fundamental rights of others. For example, Holocaust denial, or the belief in racial superiority are not protected.

Are your services sensitive to different religious requirements e.g., times a customer may want to access a service, religious days and festivals and dietary requirements

### **What is the impact of the proposal on religion or belief?**

No disproportionate impact is attributable specifically to this characteristic

**What is the risk of disproportionate negative impact on religion or belief?**

N/A

**What are the mitigating actions?**

N/A

## **h) Sex**

Indicate whether this has potential impact on either males or females.

**What is the impact of the proposal on sex?**

Disproportionate impact on women who tend to manage household budgets and are responsible for childcare costs. Women are disproportionately lone parents, who are more likely to experience poverty.

**What is the risk of disproportionate negative impact on sex?**

Incomes squeezed through low wages and reducing levels of benefit income. Increased risk for women as they are more likely to be lone parents.

**What are the mitigating actions?**

If in receipt of Universal Credit or tax credits, a significant proportion of childcare costs are met by these sources.

Lower-income households will have access to the Council Tax Support Scheme, providing up to 100% support for “vulnerable” households and up to 80% for other low income households.

In addition, households will have access to council discretionary funds for individual financial crises; access to council and partner support for food; and advice on managing household budgets.

## **i) Sexual orientation**

Indicate if there is a potential impact on people based on their sexual orientation. The Act protects heterosexual, gay, lesbian or bisexual people.

**What is the impact of the proposal on sexual orientation?**

Gay men and Lesbian women are disproportionately more likely to be in poverty than heterosexual people and trans people even more likely to be in poverty and unemployed. This would mean they are more likely to be on benefits.

**What is the risk of disproportionate negative impact on sexual orientation?**

Household income being lowered wages and reducing levels of benefit income.

**What are the mitigating actions?**

Lower-income households will be have access to the Council Tax Support Scheme, providing up to 100% support for “vulnerable” households and up to 80% for other low income households.

In addition, households will have access to council discretionary funds for individual financial crises; access to council and partner support for food; and advice on managing household budgets.

**7. Summary of protected characteristics****a. Summarise why the protected characteristics you have commented on, are relevant to the proposal?**

Some protected groups are more likely to be in poverty or have low disposable income, and therefore a council tax increase may have a more significant impact.

**b. Summarise why the protected characteristics you have not commented on, are not relevant to the proposal?**

For some groups no disproportionate impact has been identified. Individuals in these groups will still be able to access CTSS and discretionary support based on their specific circumstances.

## 8. Armed Forces Covenant Duty

The Covenant Duty is a legal obligation on certain public bodies to 'have due regard' to the principles of the Covenant and requires decisions about the development and delivery of certain services to be made with conscious consideration of the needs of the Armed Forces community.

When Leicester City Council exercises a relevant function, within the fields of healthcare, education, and housing services it must have due regard to the aims set out below:

**a. The unique obligations of, and sacrifices made by, the Armed Forces**

These include danger; geographical mobility; separation; Service law and rights; unfamiliarity with civilian life; hours of work; and stress.

**b. The principle that it is desirable to remove disadvantages arising for Service people from membership, or former membership, of the Armed Forces**

A disadvantage is when the level of access a member of the Armed Forces Community has to goods and services, or the support they receive, is comparatively lower than that of someone in a similar position who is not a member of the Armed Forces Community, and this difference arises from one (or more) of the unique obligations and sacrifices of Service life.

**c. The principle that special provision for Service people may be justified by the effects on such people of membership, or former membership, of the Armed Forces**

Special provision is the taking of actions that go beyond the support provided to reduce or remove disadvantage. Special provision may be justified by the effects of the unique obligations and sacrifices of Service life, especially for those that have sacrificed the most, such as the bereaved and the injured (whether that injury is physical or mental).

Does the service/issue under consideration fall within the scope of a function covered by the Duty (healthcare, education, housing)? Which aims of the Duty are likely be relevant to the proposal? In this question, consider both the current service and the proposed changes. Are members of the Armed Forces specifically disadvantaged or further disadvantaged by the proposal/service? Identify any mitigations including where appropriate possible special provision.

No specific impacts have been identified on members, or former members, of the Armed Forces. Individuals facing a significant impact will have access to a range of mitigating measures as above.

## 9. Other groups

### Other groups

#### Impact of proposal:

Describe the likely impact of the proposal on children in poverty or any other people who we may consider to be vulnerable, for example people who misuse substances, care leavers, people living in poverty, care experienced young people, carers, those who are digitally excluded. List any vulnerable groups likely to be affected. Will their needs continue to be met? What issues will affect their take up of services/other opportunities that meet their needs/address inequalities they face?

#### Risk of disproportionate negative impact:

How likely is it that this group of people will be negatively affected? How great will that impact be on their well-being? What will determine who will be negatively affected?

#### Mitigating actions:

For negative impacts, what mitigating actions can be taken to reduce or remove this impact for this vulnerable group of people? These should be included in the action plan at the end of this EIA. You may also wish to use this section to identify opportunities for positive impacts.

#### a. Care Experienced People

This is someone who was looked after by children's services for a period of 13 weeks after the age of 14', but without any limit on age, recognising older people may still be impacted from care experience into later life.

#### What is the impact of the proposal on Care Experienced People?

No disproportionate impact is attributable specifically to this characteristic. Indeed, many pay no council tax at all as a result of a specific discount and will therefore not be affected by the increase.

#### What is the risk of negative impact on Care Experienced People?

N/A

**What are the mitigating actions?**

Qualifying care experienced people up to the age of 25 can apply for a 100% discount on their council tax.

**b. Children in poverty****What is the impact of the proposal on children in poverty?**

Even a relatively small increase in the amount payable may

**What is the risk of negative impact on children in poverty?**

A relatively small increase in the amount payable may have a more significant impact among households with a low disposable income.

**What are the mitigating actions?**

Lower-income households will have access to the Council Tax Support Scheme, providing up to 100% support for “vulnerable” households and up to 80% for other low income households.

In addition, households will have access to council discretionary funds for individual financial crises; access to council and partner support for food; and advice on managing household budgets.

**c. Other (describe)****What is the impact of the proposal on any other groups?**

N/A

**What is the risk of negative impact on any other groups?**

N/A

**What are the mitigating actions?**

N/A

## 10. Other sources of potential negative impacts

Are there any other potential negative impacts external to the service that could further disadvantage service users over the next three years that should be considered? For example, these could include:

- other proposed changes to council services that would affect the same group of service users;
- Government policies or proposed changes to current provision by public agencies (such as new benefit arrangements) that would negatively affect residents;
- external economic impacts such as an economic downturn.

Government policy on welfare benefits (including annual uprating) will also have an impact, although it is not yet possible to predict what this will be.

## 11. Human rights implications

Are there any human rights implications which need to be considered and addressed (please see the list at the end of the template), if so, please outline the implications and how they will be addressed below:

N/A

## 12. Monitoring impact

You will need to ensure that monitoring systems are established to check for impact on the protected characteristics and human rights after the decision has been implemented. Describe the systems which are set up to:

- monitor impact (positive and negative, intended and unintended) for different groups
- monitor barriers for different groups
- enable open feedback and suggestions from different communities
- ensure that the EIA action plan (below) is delivered.

If you want to undertake equality monitoring, please refer to our [equality monitoring guidance and templates](#).

Click or tap here to enter text.

### 13. EIA action plan

Please list all the equality objectives, actions and targets that result from this assessment (continue on separate sheets as necessary). These now need to be included in the relevant service plan for mainstreaming and performance management purposes.

Equality Outcome	Action	Officer Responsible	Completion date
Ensure residents are aware of available financial help.	Clearly signpost support available about the Council Tax Support Scheme (CTSS) and Discretionary Relief funds.	Cory Laywood, Head of Revenues & Benefits and Transactional Finance	ongoing



## **Human rights articles:**

### **Part 1: The convention rights and freedoms**

- Article 2:** Right to Life
- Article 3:** Right not to be tortured or treated in an inhuman or degrading way
- Article 4:** Right not to be subjected to slavery/forced labour
- Article 5:** Right to liberty and security
- Article 6:** Right to a fair trial
- Article 7:** No punishment without law
- Article 8:** Right to respect for private and family life
- Article 9:** Right to freedom of thought, conscience and religion
- Article 10:** Right to freedom of expression
- Article 11:** Right to freedom of assembly and association
- Article 12:** Right to marry
- Article 14:** Right not to be discriminated against

### **Part 2: First protocol**

- Article 1:** Protection of property/peaceful enjoyment
- Article 2:** Right to education
- Article 3:** Right to free elections

**MEDIUM TERM PROJECTIONS**

**1. Summary Forecasts**

The table below shows our central forecasts of the position for the next three years, based on the information we have at the time of writing. As funding allocations for future years have not yet been announced, and are the subject of a significant national review, this is necessarily based on some broad assumptions.

We will receive our local settlement for 2026/27 in December; the projections will be updated for the 2026/27 budget report to Council in February. We are expecting this to be a multi-year settlement which will give us some clarity on funding for **The forecasts are volatile**, and the key risks are described at paragraph 2 below. In particular, because we are relying on one off money to balance the budget, a change in annual spending requirement will have a multiplicative effect (e.g. an increase in spending of £5m per year from 2026/27 will lose us £15m from reserves by the end of 2028/29, all other things being equal).

	<b>2026/27</b>	<b>2027/28</b>	<b>2028/29</b>
	£m	£m	£m
<b>Net service budget</b>	456.8	481.7	506.2
Provision for pay inflation	6.0	12.0	18.0
Corporate budgets (including capital finance)	12.4	13.7	15.6
Housing Benefits	1.5	1.5	1.5
Costs of new waste contract			2.5
General contingency for risk	1.0	1.0	1.0
Planning Total		2.0	4.0
<b>Expenditure total</b>	<b>477.7</b>	<b>511.9</b>	<b>548.9</b>
<b>Income:</b>			
Council tax	179.3	189.4	200.0
Collection Fund surplus	0.8		
Settlement Funding Assessment	275.5	286.0	299.6
Extended Producer Responsibility for Waste	7.4	6.0	5.2
<b>Income total</b>	<b>463.0</b>	<b>481.3</b>	<b>504.8</b>
<b>Recurring budget gap</b>	<b>(14.7)</b>	<b>(30.5)</b>	<b>(44.0)</b>

Based on these forecasts, our budget strategy reserves position is expected to be:

	2025/26 £m	2026/27 £m	2027/28 £m	2028/29 £m
<b>At the beginning of the year</b>	<b>193.8</b>	<b>129.9</b>	<b>101.7</b>	<b>71.2</b>
Add: Forecast rates pool surplus	7.5			
<i>Reserve restatements:</i>				
From earmarked reserves		0.5		
Set aside for DSG deficit	(44.8)			
Set aside for LGR transitional costs		(14.0)		
Minus budget gap	(26.6)	(14.7)	(30.5)	(44.0)
<b>At the end of the year</b>	<b>129.9</b>	<b>101.7</b>	<b>71.2</b>	<b>27.2</b>

## 2. Assumptions and Risks

The assumptions in the forecast, and the inherent risks, are explained below.

Spending	Assumptions – central scenario	Risks
Pay costs	We assume a pay award averaging 3% each year	Inflation has fallen since its peak of 11.1% in 2022, although it has increased in recent month and remains above the 2% target. It stood at 3.8% in the year to September 2025.
Non-pay inflation	It is assumed that departments will be able to continue absorbing this. The exceptions are independent sector care package costs, fostering allowances, and the waste management contract; an allowance is built in for these increases.	
Adult social care costs	Demographic pressures and increasing need lead to cost pressures which are reflected in the forecasts. The effect of the mitigation measures is also reflected in the forecasts.	Adult Social Care remains the biggest area of Council expenditure, and is demand led. Small variations have a significant impact on the Council's overall budget.
Costs relating to looked after children	Mitigation work is able to reduce the annual cost increase to 6.5% (lower than the trend in recent years)	Further increase in demand and associated costs. Projections can be volatile as there are a small number of very high-cost placements.
Support to homeless families	Growth in the budget assumes the successful implementation of cost control measures, including a £50m investment in properties for use as temporary accommodation.	Further increase in the number of households presenting as homeless requiring the use of expensive hotel accommodation
Housing Benefit costs	The proposed budget includes £1.5m per year to meet the net subsidy loss on supported housing elements of Housing Benefit.	Will require powers expected under the Supported Housing Act to deliver savings against current trends.
Waste contract	The current contract for waste collection expires in 2028. The tender process for a new contract is underway; it is expected that the new contract will involve an increase in costs from 2028/29 onwards.	Difficult to predict costs of new contract at this stage.
Other service cost pressures	A £1m contingency budget has been built into the forecasts to provide some cushion against uncertainty. Aside from this, it is assumed that departments are able to find savings to manage cost pressures within their own areas.	Costs assume the delivery of proposed savings for which delivery plans will be vital. Some are subject to consultation, which may result in a different decision to that currently proposed.

	A planning provision of £2m has been included for 2027/28 rising to £4m by 2028/29.	
Departmental savings	The budget strategy assumes savings totalling £23m by 2027/28, of which £14m has been achieved to date.	<p>Risk that savings are not achieved or are delayed, leading to a greater call on reserves to balance the budget.</p> <p>Costs assume the delivery of proposed savings for which delivery plans will be vital. Some are subject to consultation, which may result in a different decision to that currently proposed.</p>
DSG deficit	The cumulative deficit on DSG is forecast to reach up to £78m by April 2028, when the current “override” ends. Forecasts in this report do not include this deficit.	It is not clear how this national issue will be resolved, and whether local authorities will have to meet some or all of their costs from general resources.

<b><u>Income</u></b>	<b>Assumptions – central scenario</b>	<b>Risks</b>
Council Tax	<p>Band D Council Tax will increase by 5.0% per year in line with expected referendum limits.</p> <p>Council taxbase (the number of properties that pay tax) will increase by 500 Band D properties per year.</p>	<p>Further economic downturn leading to increased costs of council tax support to residents on a low income.</p> <p>The government may make changes to the council tax banding system or to discounts and exemptions,</p>
Business rates	<p>The net impact of the current revaluation and rates reset will be neutral, i.e. any gain or loss in rates income is balanced by government support.</p> <p>No significant movements in the underlying baseline for business rates.</p> <p>Government changes to business rates (e.g. new reliefs) will continue to be met by additional government grant, in line with recent years.</p>	Significant empty properties and / or business liquidations reduce our collectable rates.
Government grant	<p>The results of the Fair Funding review will not be announced until the local government finance settlement in December. Up to date figures will be included in the budget report to Council in February.</p> <p>For this draft report, forecasts are informed by modelling work commissioned from external consultants.</p>	<p>Key elements of the review are still subject to government decisions and data updates. Our available resources will inevitably change from these forecasts, and this could be substantial.</p> <p>In future years, the overall quantum of funding for local government may change as a result of the wider fiscal and economic position.</p>
Extended Producer Responsibility funding	The provisional allocation for 2026/27 (£7.4m) is included in the draft budget. It is assumed that income from the scheme falls thereafter as producers take steps to reduce their charges payable.	Income in future years is highly uncertain, and partly depends on the response from producers to the new charges.

**Earmarked Reserves**

(to follow)

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**Council Tax Premiums - Empty Property and Second Homes**

1. This appendix sets out our policy on charging council tax premiums on empty properties.
2. In general, our policy is to use premiums to help bring empty properties back into use, as owners take steps to avoid the extra charges. There is a shortage of housing in Leicester. We want to see as many empty homes as possible made available for occupation. The changes will also raise additional revenue for the Council (to the extent that properties remain empty).

**Substantially Unfurnished Empty Properties (referred to as long term empty properties)**

3. Since 2013, councils have had considerable discretion over the levels of tax payable on unfurnished empty properties (Local Government Finance Act, 1992 and associated regulations). Our policy seeks to use this discretion to support our empty homes policy by charging the maximum permitted premiums for these homes, subject to any applicable exemptions
4. Assuming the recommendations in this report are approved, our policy for charging council tax on substantially unfurnished empty properties from 1<sup>st</sup> April 2026 will be:

<b>Description</b>	<b>Tax charge as a percentage of the standard tax (inclusive of premium)</b>
Empty for less than one year	100%
Empty for at least one year	200%
Empty for at least five years	300%
Empty for at least ten years	400%

**Substantially Furnished Empty Properties (referred to as second homes)**

5. The Levelling Up and Regeneration Act 2023 permits authorities to charge a council tax premium of up to 100% on substantially furnished homes, only occupied periodically, and which are no one's main residence, often referred to as second homes.
6. Our policy for charging council tax on substantially furnished empty properties from 1<sup>st</sup> April 2026 is:



Description	Tax charge as a percentage of the standard tax (inclusive of premium)
Empty (substantially furnished)	200%

### Exemptions to premiums

7. From 1<sup>st</sup> April 2025, the Government has introduced the following mandatory exemptions to premiums, in addition to those already in place for unoccupied properties under the Council Tax (Exempt Dwellings) Order 1992. A local policy has been published on our website to give further guidance on how each premium exemption will be applied in practice.

Classes of Dwellings	Applies to	Exemption
Class E	Already applies to long term empty homes but extended to second homes from 1 <sup>st</sup> April 2025	Dwelling which is or would be someone's sole or main residence if they were not residing in job-related armed forces accommodation.
Class F	Already applies to long term empty homes but extended to second homes from 1 <sup>st</sup> April 2025	Annexes forming part of, or being treated as part of, the main dwelling
Class G	Long term empty homes and second homes	Dwellings being actively marketed for <b>sale</b> (12 months' limit)
Class H	Long term empty homes and second homes	Dwellings being actively marketed for <b>let</b> (12 months' limit)
Class I	Long term empty homes and second homes	Unoccupied dwellings which fell within exempt Class F and where probate has recently been granted (12 months from grant of probate/letters of administration)
Class J	Second homes only	Job related dwellings
Class K	Second homes only	Occupied caravan pitches and boat moorings
Class L	Second homes only	Seasonal homes where year-round, permanent occupation is prohibited, specified for use as holiday accommodation or planning condition preventing occupancy for more than 28 days continuously
Class M	Long term empty homes	Empty dwellings requiring or undergoing major repairs or structural alterations (12 months limit)

**Council Tax Support Scheme**

1. The Council is required to maintain a Council Tax Support Scheme (CTSS) in respect of dwellings occupied by persons we consider to be in financial need. A new scheme was approved by Full Council in January 2025.
2. No substantive changes to the scheme are proposed for 2026/27. The only revision proposed is to uprate thresholds by 3.8% in line with the majority of welfare benefits (and the CPI measure of inflation from September 2025) (and used to uprate the majority of benefit rates from April 2026). The previous scheme maintained between 2013 and 2024 was also uprated annually on the same basis. The new bands including this uprating will be as shown:

		Vulnerable					Other				
Band	Discount	Single Person	Couple with no children	Couple or Lone Parent with one child/ young person	Couple or Lone Parent with two children/ young persons	Couple or Lone Parent with three or more children/ young persons	Single Person	Couple with no children	Couple or Lone Parent with one child/ young person	Couple or Lone Parent with two children/ young persons	Couple or Lone Parent with three or more children/ young persons
Weekly Net Income											
1	100%	£0 to £155.70	£0 to £155.70	£0 to £155.70	£0 to £207.60	£0 to £259.50	N/A	N/A	N/A	N/A	N/A
2	75%	£155.71 to £233.55	£155.71 to £233.55	£155.71 to £311.40	£207.61 to £363.30	£259.51 to £415.20	£0 to £155.70	£0 to £155.70	£0 to £155.70	£0 to £207.60	£0 to £259.50
3	50%	£233.56 to £311.40	£233.56 to £311.40	£311.41 to £389.25	£363.30 to £415.20	£415.21 to £467.10	£155.71 to £233.55	£155.71 to £233.55	£155.71 to £311.40	£207.61 to £363.30	£259.51 to £415.20
4	25%	£311.41 to £389.25	£311.41 to £389.25	£389.26 to £467.10	£415.21 to £519	£467.11 to £570.90	£233.56 to £311.40	£233.56 to £311.40	£311.41 to £389.25	£363.30 to £415.20	£415.21 to £467.10
5	0%	£389.26+	£389.26+	£467.11+	£519.01+	£570.91+	£311.41 +	£311.41 +	£389.26 +	£415.21 +	£467.11 +

3. The alternative would be to freeze the bandings at their 2025/26 cash levels. This would lead to some households receiving lower levels of support or dropping out of the scheme entirely.

**Flexible Use of Capital Receipts policy**

(to follow)

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# **Draft Three Year Capital Programme 2026/27**

Decision to be taken by: Council

Decision to be taken on: 25 February 2026

Lead director: Amy Oliver, Director of Finance

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### Useful information

- Ward(s) affected: All
- Report author: Claire Gavagan
- Author contact details: [claire.gavagan@leicester.gov.uk](mailto:claire.gavagan@leicester.gov.uk)
- Report version number: 1

## 1. Summary

- 1.1 The main purpose of this report is to ask the Council to approve a capital programme for 2026/27.
- 1.2 Capital expenditure is incurred on works of lasting benefit and is principally paid for by grant, tenants' rents, and the proceeds of asset sales (capital receipts). Money can also be borrowed for capital purposes.
- 1.3 For the past five years, the Council has set a one-year capital programme due to uncertainty over future resources. We have now moved to a three-year capital programme, providing greater visibility of planned investment and supporting improved medium-term financial planning.
- 1.4 In addition to the three-year programme any schemes approved and in the current programme will continue into 2026/27 where needed.
- 1.5 The funding of the 2025/26 capital programme changed to be aligned with our overall revenue and capital financial strategy. This meant we moved away from funding the capital programme through the capital fund and capital receipts but to using borrowing where grant was not available. This approach remains in place for the 2026/27 and the revenue budget will reflect the consequences of the decisions taken in this report
- 1.6 However, due to the positive work that has been undertaken on the revenue budget, we currently do not need the £60m capital receipts to balance the budget over the next three years. We will look to use some of the capital receipts to alleviate the need to borrow in turn reducing the revenue pressures placed from the increase in borrowing.
- 1.7 The report seeks approval to the "General Fund" element of the capital programme, at a cost of £129.8m, over the next three years. In addition to this, the HRA capital programme (which is elsewhere on your agenda) includes works estimated at £11.66m.

- 1.8 The table below summarises the proposed spending for capital schemes starting in 2026/27, as described in this report:

<b><u>Proposed Programme</u></b>	<b>26/27</b>	<b>27/28</b>	<b>28/29</b>	<b>Later Years</b>	<b>Total</b>
	£m	£m	£m	£m	£m
<b><u>Schemes – Summarised by Theme</u></b>					
Grant Funded Schemes	20.66	13.18	13.17	-	47.01
Own buildings	4.75	6.89	3.26	-	14.90
Temporary Accommodation Acquisitions	50.00	-	-	-	50.00
Routine Works	3.63	4.39	5.28	-	13.29
Corporate Estate	1.10	-	-	-	1.10
Other Schemes and Feasibilities	1.38	0.74	1.05	-	3.17
Policy Provisions	-	0.12	0.12	0.12	0.35
<b>Total New Schemes</b>	<b>81.51</b>	<b>25.31</b>	<b>22.87</b>	<b>0.12</b>	<b>129.81</b>

<b><u>Funding</u></b>	<b><u>£m</u></b>	<b><u>£m</u></b>
Unringfenced Resources		
Capital Receipts	2.83	
Borrowing	79.97	
Government Grants	41.43	
Total Unringfenced Resources		124.23
Monies ringfenced to Schemes		5.58
<b>Total Resources</b>		<b>129.81</b>

- 1.9 The table below presents the total spend on General Fund and Housing Revenue Account schemes:

	<b><u>£m</u></b>
General Fund	129.81
Housing Revenue Account (1 year programme only)	11.66
<b>Total</b>	<b>141.47</b>

- 1.10 The Council's total capital expenditure now forecast for 2026/27 and beyond is expected to be around £534.99m, including the HRA and schemes approved prior to 2026/27.

- 1.11 The capital programme is split into two parts:

- Schemes which are “**immediate starts**”, being schemes which directors have authority to commence once the council has approved the programme. These are fully described in this report;

- b) Schemes which are “**policy provisions**”, where the purpose of the funding is described but money will not be released until specific spending proposals have been approved by the Executive.

1.12 Immediate starts have been split into three categories:

- a) **Projects** – these are discrete, individual schemes such as a road scheme or a new building. These schemes will be monitored with reference to physical delivery rather than an annual profile of spending. (We will, of course, still want to make sure that the overall budget is not going to be exceeded);
- b) **Work Programmes** – these consist of minor works or similar schemes where there is an allocation of money to be spent in a particular year;
- c) **Provisions** – these are sums of money set aside in case they are needed, but where low spend is a favourable outcome rather than indicative of a problem.

## 2. Recommended actions/decision

2.1 At the meeting in February, the Council will be asked to:

- (a) Approve the capital programme, including the prudential borrowing for schemes as described in this report and summarised at Appendices 2 to 7, subject to any amendments proposed by the City Mayor;
- (b) For those schemes designated immediate starts, delegate authority to the lead director to commit expenditure, subject to the normal requirements of contract procedure rules, rules concerning land acquisition and finance procedure rules;
- (c) Delegate authority to the City Mayor to determine a plan of spending for each policy provision, and to commit expenditure up to the maximum available;
- (d) For the purposes of finance procedure rules:
  - Determine that service resources shall consist of service revenue contributions; HRA revenue contributions; and government grants/third party contributions ringfenced for specific purposes.
  - Designate the operational estate & children’s capital maintenance programme, highways maintenance programme and transport improvement programme as



programme areas, within which the director can reallocate resources to meet operational requirements.

(e) Delegate to the City Mayor:

- Authority to increase any scheme in the programme, or add a new scheme to the programme, subject to a maximum of £10m corporate resources in each instance and to borrow whilst remaining within the prudential limits for debt which are proposed in the treasury management strategy (elsewhere on your agenda);
- Authority to reduce or delete any capital scheme, subject to a maximum reduction of £10m; and
- Authority to transfer any “policy provision” to the “immediate starts” category.

(g) Delegate to directors, in consultation with the relevant deputy/assistant mayor, authority to incur expenditure up to a maximum of £250k per scheme in respect of policy provisions on design and other professional fees and preparatory studies, but not any other type of expenditure.

(h) Approve the capital strategy at Appendix 8.

### 3. Scrutiny / stakeholder engagement

N/A

### 4. Background and options with supporting evidence

#### Key Policy Issues for the New Programme

- 4.1 The cost of Prudential Borrowing has been calculated for each scheme, and the total is included within the revenue budget report for 2026/27, and the Prudential Indicators included in the Treasury Report 2026/27 found elsewhere on the agenda.
- 4.2 The programme supports the Council’s commitment to tackling the climate emergency, most obviously but not exclusively within the Transport Improvement Works, Operational Estate and Children’s capital maintenance programmes.

## Resources

- 4.3 Resources available to the programme consist primarily of Government grant, borrowing and capital receipts (the HRA programme is also supported by tenants' rent monies). Most grant is unringfenced, and the Council can spend it on any purpose it sees fit.
- 4.4 Appendix 1 presents the resources required to fund the proposed programme, which total some £129.81m. The key unringfenced funding sources are detailed below.
- a) £2.83m of general capital receipts. The delivery of receipts from Ashton Green disposals to fund the work to sell/develop by the end of 2025/26.
  - b) £41.43m of unringfenced grant funding. Some of these figures are estimated in the absence of actual allocations from the Government.
  - c) £79.97m of borrowing, with an annual revenue cost.
- 4.5 For some schemes the amount of unringfenced resources required is less than the gross cost of the scheme. This is because resources are ringfenced directly to individual schemes. Ringfenced resources are shown throughout Appendix 2 and consist of government grant and contributions to support the delivery of specific schemes.
- 4.6 Only funding required to finance the schemes in this capital programme is included.
- 4.7 Finance Procedure Rules enable directors to make limited changes to the programme after it has been approved. For these purposes, the Council has split resources into corporate and service resources.
- 4.8 Directors have authority to add schemes to the programme, provided they are funded by service resources, up to an amount of £250,000. This provides flexibility for small schemes to be added to the programme without a report to the Executive, but only where service resources are identified. (Borrowing is treated as a corporate resource requiring a higher level of approval).

## Proposed Programme

- 4.9 The whole programme is summarised at Appendix 2. Responsibility for the majority of projects rests with the Strategic Director of City Development and Neighbourhoods.
- 4.10 £47.01m is provided for grant funded schemes. These schemes are funded either from unringfenced grant (where we have discretion) and ringfenced resources.

- a) £12.99m has been provided to continue the **Schools Capital Maintenance Programme** across three financial years. This is in addition to the £6m previously approved within the 2025/26 capital programme for delivery in 2026/27. The programme will include routine maintenance and spending and is prioritised to reflect asset condition and risk. The proposed programme is shown at Appendix 5. Detailed schemes will be developed following consultation with schools.
- b) £16.09m is provided as part of the continued **Highways Capital Maintenance Programme** across three financial years. This is a rolling annual programme and spending is prioritised to reflect asset condition, risk and local neighbourhood priorities. The proposed programme is shown at Appendix 4.
- c) £12.35m is provided in 2026/27 to continue the rolling programme of works constituting the **LTG – Local Transport Schemes Programme**. This scheme will focus on maintaining and improving local transport infrastructure through the Department for Transport's Local Transport Grant, providing investment in the design, construction, and maintenance of local transport networks. The proposed programme is shown at Appendix 6.
- d) £5.58m has been provided for **Disabled Facilities Grants**, across three financial years to private sector householders which is funded by government grant. This is an annual programme which has existed for many years. These grants provide funding to eligible disabled people for adaption work to their homes and help them maintain their independence.

4.11 £14.89m is provided for the Council's own buildings.

- a) £13.11m has been provided to support the annual **Operational Estate Capital Maintenance Programme** of works to properties that the Council occupies for its own use. This is a rolling annual programme and spending is prioritised to reflect asset condition and risk. The proposed programme is shown at Appendix 3 but may vary to meet emerging operational requirements.
- b) £0.15m has been provided for **LCB Maintenance**. The scheme focuses on essential maintenance works at the LCB Depot to ensure the building remains fit for purpose. This includes priority repairs, general maintenance, and upgrades necessary to meet current compliance standards.
- c) £0.50m has been provided for **IT Investment**, ensuring we have technology to support our councillors and teams, this will include ensuring our committee and Council rooms Town Hall and City

Hall to support councillors and ensure the public have access to democracy.

- d) £0.35m has been provided for the **Demolition of Rally House**. This is to facilitate the demolition of Rally House and the creation of a fenced, hardstanding area for vehicle parking, providing potential short-term parking income until the site is brought forward for future development.
- e) £0.25m has been provided for the **Parks & Open Spaces Depot Transformation** scheme. This focuses on upgrading depot facilities at Gilroes Cemetery and Beaumont Park to enhance staff welfare facilities, storage, environmental compliance, and site security.
- f) £0.10m has been allocated to support the ongoing **Depot Transformation** Project, enabling the relocation of the Park Services Environmental Ranger team from Riverside Depot to Knighton Park Depot.
- g) £0.45m has been provided for **Public Toilet Refurbishment**. This is a rolling renovation programme for public toilet blocks across parks, highways, and cemeteries. Works will replace fixtures and improve facilities to maintain hygiene and appearance.

4.12 £50.00m has been provided for **Temporary Accommodation (TA) Acquisitions** for the purchase of 90 self-contained accommodation units for singles and 160 family accommodation units. Through this increase in the number of Council-owned TA units, we can better ensure that homeless households are housed in suitable accommodation, minimising the use of hotel stays. This builds on the £45m approved by Council in March 2024, and will directly result in annual cost avoidance of over £6m per year. Appendix 7 provides further details of the context to these proposals and the impact.

4.13 £13.29m is provided for Routine Works.

- a) £0.10m is provided for **Foster Care Capital Contribution** Scheme to support foster carers with alterations to their property to allow fostered children to remain living with their carers or to increase the capacity to look after more children.
- b) £0.23m is provided for the **Historic Building Grant Fund** to provide match funding to city residents and organisations to support the repair of historic buildings and the reinstatement of lost original historic features.
- c) £1.20m is provided for **Local Environmental Works** which will focus on local neighbourhood issues including residential

parking, local safety concerns, pedestrian routes, cycleways and community lighting to be delivered after consultation with ward members.

- d) £0.90m is towards the **Flood Strategy** to support the local flood risk management strategy and action plan, and the delivery of our statutory role to manage and reduce flood risk in collaboration with the Environment Agency & Severn Trent Water.
- e) £0.08m is included as part of the continued programme to refresh **Festival Decorations**.
- f) £0.43m is provided for **Heritage Interpretation Panels**. This scheme will focus on expanding the city's heritage interpretation by installing additional panels, highlighting Leicester's historic places and people. It will also enhance online content and collaboration with Visit Leicester and Place Marketing to boost public engagement and tourism.
- g) £0.45m is provided for **Grounds Maintenance Machinery** to replace ageing machinery with up to date, energy efficient models to provide continued maintenance of our parks and open spaces.
- h) £0.19m is provided for the **Environmental Crime / Parks & Open Spaces CCTV Enforcement Action Project** to purchase mobile CCTV cameras to tackle fly-tipping and street scene offences across the city.
- i) £0.36m is provided for **Replacement Tree Planting** on a rolling tree replacement programme across parks and highways, delivering environmental, biodiversity, health, aesthetic, and economic benefits.
- j) £0.65m has been provided for the **3G Pitch Replacements Scheme** to replace aging 3G synthetic pitches to reduce safety risks, protect user wellbeing, maintain FA compliance, and ensure surfaces remain fit for purpose.
- k) £8.71m has been made available for the annual **Fleet Replacement Programme**. Wherever possible, ultra-low emission vehicles (ULEVs) will be sought to support the Council's climate emergency response.

4.14 £1.10m has been provided for the **Corporate Estate** to support the council's property portfolio. Including wall, steps & roof repairs, replacement windows. The council has a statutory responsibility to ensure business property is safe for our tenants and anybody else using the buildings. This will also ensure income is maintained for the revenue budget.

4.15 £0.35m is provided for Policy Provisions:

- a) £0.35m is provided for the **Voices of Leicester** Project, as potential match funding to support an application to the National Lottery Heritage Fund. The application looks to support creating new social history and natural world galleries, improve building infrastructure, and develop inclusive learning and engagement spaces. To assist with celebrating Leicester's communities and stories.

4.16 £3.17m is provided for Other Schemes & Feasibilities:

- a) £2.83m for infrastructure works to enable **Capital Asset Sales**, in particular Ashton Green.
- h) £0.34m is provided for **Feasibility Studies**. This will enable studies to be done, typically for potential developments not included elsewhere in the programme or which might attract grant support. The breakdown for this is shown at Appendix 2e but may vary to meet emerging operational requirements.

#### Proposed Programme – Policy Provisions

4.17 Policy provisions are sums of money which are included in the programme for a stated purpose, but for which a further report to the Executive (and decision notice) is required before they can be spent. Schemes are usually treated as policy provisions because the Executive needs to see more detailed spending plans before full approval can be given.

4.18 Executive reports seeking approval to spend policy provisions must state whether schemes, once approved, will constitute projects, work programmes or provisions; and, in the case of projects, identify project outcomes and physical milestones against which progress can be monitored.

4.19 Where a scheme has the status of a policy provision, it is shown as such in the appendix.

#### Capital Strategy

4.20 Local authorities are required to prepare a capital strategy each year, which sets out our approach for capital expenditure and financing at high level.

4.21 The proposed capital strategy is set out at Appendix 8.

## 5. Financial, legal, equalities, climate emergency and other implications

### 5.1 Financial implications

This report is exclusively concerned with financial issues.

Signed: Amy Oliver, Director of Finance

Dated: 5<sup>th</sup> December 2025

### 5.2 Legal implications

In accordance with the constitution, the capital programme is a matter that requires approval of full Council. The subsequent letting of contracts, acquisition and/or disposal of land, etc., all remain matters that are executive functions and therefore there will be the need to ensure such next steps have the correct authority in place prior to proceeding. Legal Services will provide specific advice in relation to individual schemes and client officers should take early legal advice.

Signed: Kevin Carter, Head of Law

Dated: 18 November 2025

### 5.3 Equalities implications

Under the Equality Act 2010, public authorities have statutory duties, including the Public Sector Equality Duty (PSED) which means that, in carrying out their functions they have to pay due regard to the need to eliminate unlawful discrimination, harassment and victimisation, to advance equality of opportunity between people who share a protected characteristic and those who don't and to foster good relations between people who share a protected characteristic and those who don't.

Protected characteristics under the Equality Act 2010 are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation.

People from across all protected characteristics will benefit from the improved public good arising from the proposed capital programme. However, as the proposals are developed and implemented, consideration should continue to be given to the equality impacts of the schemes in question, and how it can help the Council to meet the three aims of the Public Sector Equality Duty.

The main purpose of this report is to ask the Council to approve a capital programme for 2026/27, the capital programme includes schemes which improve the city's infrastructure and contribute to overall improvement of quality of life for people across all protected characteristics. By doing so, the capital programme promotes the PSED aim of: fostering good relations between different groups of people by ensuring that no area is disadvantaged compared to other areas as many services rely on such infrastructure to continue to operate.

Some of the schemes focus on meeting specific areas of need for a protected characteristic: disabled adaptations within homes (disability), home repair grants which are most likely to be accessed by elderly, disabled people or households with children who are living in poverty (age and disability).

Other schemes target much larger groups of people who have a range of protected characteristics reflective of the diverse population within the city. Some schemes are place specific and address environmental issues that also benefit diverse groups of people. The delivery of the capital programme contributes to the Council fulfilling our Public Sector Equality Duty (PSED).

Where there are any improvement works to buildings or public spaces, considerations around accessibility (across a range of protected characteristics) must influence design and decision making. This will ensure that people are not excluded (directly or indirectly) from accessing a building, public space or service, on the basis of a protected characteristic.

Signed: Equalities Officer, Surinder Singh, Ext 37 4148

Dated: 18 November 2025

#### 5.4 Climate Emergency implications

Following the council's declaration of a climate emergency and ambition to reach net zero carbon emissions for the council and the city, the council has a key role to play in addressing carbon emissions relating to the delivery of its services. This includes through its delivery of capital projects, as projects involving buildings and infrastructure often present significant opportunities for achieving carbon savings or climate adaptations and are an area where the council has a high level of control.

It is important that the climate implications and opportunities of all projects and work programmes are considered on a project-by-project basis, both during the development phase and when decisions are made.

Signed: Phil Ball, Sustainability Officer, Ext 37 2246

Dated: 18<sup>th</sup> November 2025

#### 5.5 Other implications (You will need to have considered other implications in preparing this report. Please indicate which ones apply?)

Policy	Yes	The capital programme is part of the Council's overall budget and policy framework and makes a substantial contribution to the delivery of Council policy.
Crime and Disorder	No	
Human Rights Act	No	
Elderly/People on Low Income	Yes	A number of schemes will benefit elderly people and those on low income.

## **6. Background information and other papers:**



## **7. Summary of appendices:**

- Appendix 1 Capital Resources.
- Appendix 2a Grant Funded Schemes
- Appendix 2b Own Buildings
- Appendix 2c Routine Works
- Appendix 2d Temporary Accommodation
- Appendix 2e Corporate Estate
- Appendix 2f Other & Feasibilities Schemes
- Appendix 2g Policy Provisions
- Appendix 3 Operational Estate Maintenance Capital Programme
- Appendix 4 Highways Maintenance Capital Programme
- Appendix 5 Children's Capital Improvement Programme
- Appendix 6 Local Transport Schemes
- Appendix 7 Temporary Accommodation Acquisitions
- Appendix 8 Capital Strategy 2026/27

## **8. Is this a private report (If so, please indicate the reasons and state why it is not in the public interest to be dealt with publicly)?**

No

## **9. Is this a "key decision"? If so, why?**

No – it is a proposal to Council.

**Capital Resources**

	<b>26/27</b> <b>{£000}</b>	<b>27/28</b> <b>{£000}</b>	<b>28/29</b> <b>{£000}</b>	<b>Later</b> <b>Years</b> <b>{£000}</b>	<b>Total</b> <b>{£000}</b>
<b><u>Capital Receipts</u></b>					
General Capital Receipts	1,209	574	1,051	0	<b>2,835</b>
<b>Total Receipts</b>	<b>1,209</b>	<b>574</b>	<b>1,051</b>	<b>0</b>	<b>2,835</b>
<b><u>Unringfenced Capital Grant</u></b>					
School Capital Maintenance	1,084	5,957	5,944	0	<b>12,985</b>
Local Transport Grant	12,349	0	0	0	<b>12,349</b>
Highways Maintenance	5,364	5,364	5,364	0	<b>16,092</b>
<b>Total Unringfenced Grant</b>	<b>18,797</b>	<b>11,321</b>	<b>11,308</b>	<b>0</b>	<b>41,426</b>
Prudential Borrowing	59,644	11,558	8,652	116	79,970
<b>TOTAL UNRINGFENCED RESOURCES</b>	<b>79,650</b>	<b>23,453</b>	<b>21,012</b>	<b>116</b>	<b>124,231</b>
<b><u>Ringfenced resources</u></b>					
Disabled Facilities Grant	1,861	1,861	1,861	0	<b>5,583</b>
<b>TOTAL RINGFENCED RESOURCES</b>	<b>1,861</b>	<b>1,861</b>	<b>1,861</b>	<b>0</b>	<b>5,583</b>
<b>TOTAL CAPITAL RESOURCES</b>	<b>81,511</b>	<b>25,314</b>	<b>22,873</b>	<b>116</b>	<b>129,814</b>

**Grant Funded Schemes**

	Division	Scheme Type	26/27	27/28	28/29	Later Years	Total Approval
			{£000}	{£000}	{£000}	{£000}	{£000}
<b><u>Grant Funded Schemes</u></b>							
School Capital Maintenance	CDN (ECS)	WP	1,084	5,957	5,944	-	12,985
Highway Capital Maintenance	CDN (PDT)	WP	5,364	5,364	5,364	-	16,092
Local Transport Grant	CDN (PDT)	PJ	12,349	-	-	-	12,349
Disabled Facilities Grants*	CDN (HGF)	WP	1,861	1,861	1,861	-	5,583
<b>TOTAL</b>			<b>20,658</b>	<b>13,182</b>	<b>13,169</b>	<b>0</b>	<b>47,009</b>

Key to Scheme Types: PJ = Project; WP = Work Programme

\*This scheme is funded through a ringfenced grant.

**Own Buildings**

	Division	Scheme Type	26/27 {£000}	27/28 {£000}	28/29 {£000}	Later Years {£000}	Total Approval {£000}
<b><u>Own Buildings</u></b>							
LCB Maintenance	CDN (TCI)	PJ	150	-	-	-	150
Property and Operational Estate	CDN (EBS)	WP	3,472	6,515	3,110	-	13,097
IT Investment	CDN (EBS)	WP	500	-	-	-	500
Rally House Demolition	CDN (EBS)	PJ	210	140	-	-	350
Parks & Open Spaces Depot Transformation	CDN (NES)	PJ	165	80	-	-	245
Depot Transformation	CDN (NES)	PJ	100	-	-	-	100
Public Toilet Refurbishment	CDN (NES)	PJ	150	150	150	-	450
<b>TOTAL</b>			<b>4,747</b>	<b>6,885</b>	<b>3,260</b>	<b>0</b>	<b>14,892</b>

Key to Scheme Types: PJ = Project; WP = Work Programme

**Routine Works**

	Division	Scheme Type	26/27 {£000}	27/28 {£000}	28/29 {£000}	Later Years {£000}	Total Approval {£000}
<b><u>Routine Works</u></b>							
Foster Care Capital Contribution Scheme	ECS	WP	100	-	-	-	100
Historic Building Grant Fund	CDN (PDT)	WP	75	75	75	-	225
Local Environmental Works	CDN (PDT)	WP	400	400	400	-	1,200
Flood Strategy	CDN (PDT)	WP	300	300	300	-	900
Festival Decorations	CDN (PDT)	WP	25	25	25	-	75
Heritage Interpretation Panels	CDN (TCI)	WP	210	220	-	-	430
Grounds Maintenance Machinery	CDN (NES)	WP	150	150	150	-	450
Environmental Crime / Parks & Open Spaces CCTV Enforcement Action	CDN (NES)	WP	185	-	-	-	185
Replacement Tree Planting	CDN (NES)	WP	200	80	80	-	360
3G Pitch Replacement – FIS Carpets	CDN (NES)	PJ	250	400	-	-	650
Vehicle Fleet Replacement Programme	CDN (HGF)	WP	1,732	2,735	4,246	-	8,713
<b>TOTAL</b>			<b>3,627</b>	<b>4,385</b>	<b>5,276</b>	<b>-</b>	<b>13,288</b>

Key to Scheme Types: PJ = Project; WP = Work Programme

**Temporary Accommodation Acquisitions**

Division	Scheme Type	26/27 {£000}	27/28 {£000}	28/29 {£000}	Later Years {£000}	Total Approval {£000}
<b><u>Temporary Accommodation Acquisitions</u></b>						
Temporary Accommodation Acquisitions		50,000	-	-	-	50,000
<b>TOTAL</b>		<b>50,000</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>50,000</b>

Key to Scheme Types: PJ = Project; WP = Work Programme

**Corporate Estate**

	<b>Division</b>	<b>Scheme Type</b>	<b>26/27</b>	<b>27/28</b>	<b>28/29</b>	<b>Later Years</b>	<b>Total Approval</b>
			{£000}	{£000}	{£000}	{£000}	{£000}
<b><u>Corporate Estate</u></b>							
Corporate Estate	CDN (EBS)	WP	1,100	-	-	-	1,100
<b>TOTAL</b>			<b>1,100</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>1,100</b>

*Key to Scheme Types: PJ = Project; WP = Work Programme*

**Feasibilities and Other Schemes**

	<b>Division</b>	<b>Scheme Type</b>	<b>26/27</b>	<b>27/28</b>	<b>28/29</b>	<b>Later Years</b>	<b>Total Approval</b>
			<i>{£000}</i>	<i>{£000}</i>	<i>{£000}</i>	<i>{£000}</i>	<i>{£000}</i>
<b><u>Feasibilities and Contingencies</u></b>							
Infrastructure works to enable Capital Asset Sales	CDN (PDT)	PJ	1,209	574	1,051	-	<b>2,835</b>
PDT Feasibility	CDN (PDT)	WP	70	170	-	-	<b>240</b>
Curve Automation System Feasibility	CDN (TCI)	WP	50	-	-	-	<b>50</b>
Housing Public Space Infrastructure Regeneration (CCTV) Feasibility	CDN (NES)	WP	50	-	-	-	<b>50</b>
<b>TOTAL</b>			<b>1,379</b>	<b>744</b>	<b>1,051</b>	<b>-</b>	<b>3,175</b>

*Key to Scheme Types: PJ = Project; WP = Work Programme*



**Policy Provisions**

	Division	Scheme Type	26/27	27/28	28/29	Later Years	Total Approval
			{£000}	{£000}			{£000}
<b><u>Policy Provisions</u></b>							
Voices of Leicester (Match Funding)	CDN (TCI)	PP	-	118	116	116	350
<b>TOTAL</b>			<b>-</b>	<b>118</b>	<b>116</b>	<b>116</b>	<b>350</b>
<b>GRAND TOTAL – ALL SCHEMES</b>			<b>81,511</b>	<b>25,314</b>	<b>22,873</b>	<b>116</b>	<b>129,814</b>

**Property and Operational Estate Maintenance Capital Programme**

<b>Description</b>	<b>26/27 Amount £000's</b>	<b>27/28 Amount £000's</b>	<b>28/29 Amount £000's</b>	<b>Total Amount £000's</b>
<b>Building Works</b> - Maintenance at the Councils operational buildings to ensure they meet the needs of our residents and employees. Key works will include refurbishment of buildings, including ensuring appropriate utilisation to enable maximisation of our assets, pathway replacements at park, refurbishment of public areas and works at heritage sites.	1,983	2,541	830	<b>5,354</b>
<b>Compliance Works</b> - Generally consisting of surveys to gain condition data across the estate and works arising from the various risk assessments that are undertaken.	568	503	815	<b>1,886</b>
<b>Mechanical Works</b> - Ventilation systems, pool filtration & dosing systems, building management systems and heating controls, including essential works at York House.	839	3,417	1,360	<b>5,616</b>
<b>Emergency Provision</b> – Provision for emergency reactive works that could be required across the Council's estate.	82	54	105	<b>241</b>
<b>TOTAL</b>	<b>3,472</b>	<b>6,515</b>	<b>3,110</b>	<b>13,097</b>

Highways Maintenance Capital Programme

Description	26/27 Amount £000's	27/28 Amount £000's	28/29 Amount £000's	Total Amount £000's
<b>Main Roads (Principal Roads &amp; Classified Non-Principal Roads)</b> – 2026 schemes include Victoria Road East, Hinckley Road, Glenfrith Way	625	625	625	<b>1,875</b>
<b>Unclassified Neighbourhood Roads, Large Area Patching &amp; Pothole Repairs – Target large carriageway defect repairs to provide longer term repairs in readiness for surface dressing. Includes lining, joint sealing, concrete bay repairs and road hump replacements.</b> 2026 schemes include: Barkbythorpe Road – Humberstone Lane - Boundary Walnut Street Longfellow Road Vicarage Lane Eastfield Road Floyd Close Westernhay Road Southernhay Road Morley Road Dumbleton Avenue Rowley Fields Avenue <b>Includes lining, joint sealing, concrete bay repairs and road hump replacements</b>	1,750	1,750	1,750	<b>5,250</b>

85

Description	26/27 Amount £000's	27/28 Amount £000's	28/29 Amount £000's	Total Amount £000's
<b>Footway Relays and Reconstructions – Focus on neighbourhood street scene corridor improvements in district centres.</b> 2026 schemes included Melton Road uneven footway improvements and local footway maintenance.	750	750	750	2,250
<b>Strategic Bridge Deck Maintenance &amp; Replacement.</b> 2026 schemes include feasibility studies and structural surveys to assess St. Margaret's Way half joint replacement and Burleys Way flyover maintenance.	50	250	250	550
<b>Bridge Improvement &amp; Maintenance Works including various parapet replacements, structural maintenance works and technical assessment review.</b> 2026 schemes include Shady Lane, Ocean Rd, Dakyn Rd, Southgate Underpass.	689	250	250	1,189
<b>Traffic Signal Installations Renewals and Lighting Column Replacements</b> – Signalling upgrades, lamp column replacements, illuminated bollard and sign replacement.	240	400	400	1,040
<b>Highway Drainage</b> – Flood mitigation schemes and drainage improvement projects.	260	339	339	938
<b>DfT Whole Government Accounting Lifecycle Asset Management Development Project</b> – Strategic asset management development, condition surveys, data analysis, lifecycle planning and reporting in support of DfT Challenge Funding bidding linked to asset management performance.	1,000	1,000	1,000	3,000
<b>TOTAL</b>	<b>5,364</b>	<b>5,364</b>	<b>5,364</b>	<b>16,092</b>

**Children's Capital Improvement Programme**

<b>Description</b>	<b>26/27 Amount £000's</b>	<b>27/28 Amount £000's</b>	<b>28/29 Amount £000's</b>	<b>Total Amount £000's</b>
<b>Building Works</b> - Typical works include roof replacements, sports hall floor replacements, playground resurfacing and window replacements.	478	3,830	3,143	7,451
<b>Compliance Works</b> - This work stream will mainly be used to ensure the playing fields and pavilions used by schools are fully compliant with current regulations and to conduct health and safety works.	434	783	1,251	2,468
<b>Mechanical Works</b> - schemes being undertaken within the programme typically consist of re-piping heating systems and end of life ventilation replacements.	172	981	1,181	2,334
<b>Individual Access Needs Works</b> - This is a provision to allow works to be carried out to enable children with additional needs to access mainstream school.	-	121	123	244
<b>Emergency Provision</b> - This is provision within the programme to allow for emergency unforeseen works to be carried out.	-	242	246	488
<b>TOTAL</b>	<b>1,084</b>	<b>5,957</b>	<b>5,944</b>	<b>12,985</b>

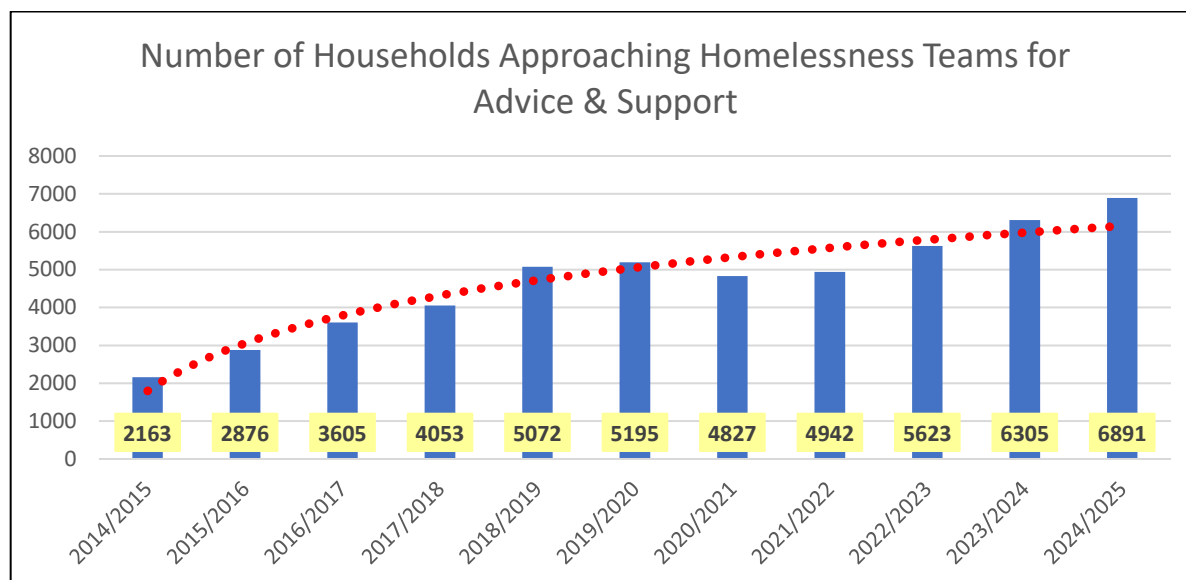
**Local Transport Schemes**

	<b>Description</b>	<b>26-27 Amount £000</b>
City Centre	Granby Street Phase 3 Delivery	1,100
City Connectivity	LCWIP Phase 1 Design Work	300
City Connectivity	LCWIP Phase 0 Delivery	1,400
City Connectivity	Stokeswood Park Culvert Repairs	2,200
City Connectivity	Rally Park Phase 3a Delivery	800
City Connectivity	Saffron Lane Phase 3/4 Design	300
City Connectivity	Service support (inc. data collection, modelling)	350
Future City	PROW Programme	434
Future City	Greengate Lane Design/Build	1,200
Future City	Highway Asset Replacement Programme	800
Healthier Neighbourhoods	Ped crossing programme (phase 3 design)	350
Healthier Neighbourhoods	Ped crossing programme (phase 2 delivery)	350
Healthier Neighbourhoods	Local Works Contribution	400
Healthier Neighbourhoods	School Streets Programme	165
Healthier Neighbourhoods	AQAP Delivery	850
Local Safety	20s Programme block allocation	750
Local Safety	Local Safety Scheme Block Allocation	600
<b>TOTAL</b>		<b>12,349</b>

The Local Transport Scheme grant is a one-off grant, so the programme of works is only for a single financial year.

### Temporary Accommodation Acquisitions

Like many other local authorities, Leicester has been experiencing significant pressures in the cost of meeting the needs of homeless households through the provision of temporary accommodation. Since 2014/15 the number of approaches has risen by 219% as can be seen in the table below:



The council works positively to support households in preventing homelessness with circa 60% prevented from ever becoming Homeless, with Leicester performing better than the national average. This is supported by the table below that shows the percentage of prevention duty cases that came to an end within Quarter with the outcome being “Secured accommodation for 6+ months”:

	Q1 24/25	Q2 24/25	Q3 24/25	Q4 24/25
<b>Leicester</b>	62%	63%	62%	59%
<b>National Ave.</b>	52%	52%	54%	51%

However, the Council is unable to prevent all cases and needs to support households who have often found themselves homeless often due to no fault of their own.

The Council in March 2024 approved the addition of £45m to the capital programme to acquire properties to hold as temporary accommodation, providing 253 units. Alongside a package of different measures this has successfully achieved financial cost avoidance for the Council of £4m in 24/25, rising to £16m in 25/26 and forecast to be £39m in 26/27.

This positive intervention leads to a stronger homelessness pathway, that is more resilient to the ongoing pressures and improves the conditions for those going through homelessness, especially because of the additional self-contained temporary accommodation.

As of October 2025, we had a total of 1,100 households residing in temporary accommodation. A total of 653 of those households were families and a further 447 single households remain in temporary accommodation.

Even with the positive interventions for singles and families, due to the ongoing strong demand for Homelessness services and accommodation it is expected that numbers will continue to exceed LCC owned and commissioned temporary accommodation with 392 families in expensive temporary accommodation and 81 singles in expensive temporary accommodation as at March 2026. These figures are expected to grow to 452 families and 261 singles in expensive temporary accommodation by March 2027

The proposed capital budget provides an additional £50m for acquiring temporary accommodation during 2026/27. This is anticipated to provide 90 units for singles and 160 units for families, which will be held in the Councils General Fund and managed through a third-party provider.

In addition to this, we are increasing our staffing in this area to assist with our prevention work. Overall, the combination of the £50m investment in temporary accommodation and the additional staff to support the prevention work is forecast to achieve cost avoidance of £3.8m in 2026/27, rising to £6.4m in 27/28. The revenue implications costs of this investment including borrowing costs are included in the General Fund Revenue Budget.



**Capital Strategy 2026/27**

Appendix to be added for final report





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***Presentation: Adult Social Care Quarter 2  
Performance (April-September 2025) and Quality  
Assurance***

Meeting date: 15<sup>th</sup> January 2026  
Lead director: Laurence Mackie-Jones

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## Useful information

- Ward(s) affected: All
- Report author: Laurence Mackie-Jones
- Author contact details: Laurence.jones@leicester.gov.uk

### 1. Purpose of report

To provide an update on performance in adult social care and information on monitoring and improving quality.

### 2. Summary

Directors will deliver a presentation on performance in adult social care up to quarter 2 2025-26 and additionally will outline quality assurance mechanisms in the department and plans to make improvements in 2026.

### 3. Recommendations

That the ASC Scrutiny Commission note the report and make any recommendations for future improvements or service development.

## 5. Financial, legal and other implications

### 5.1 Financial implications

There are no direct financial implications arising from this report.

Mohammed Irfan, Head of Finance  
24 December 2025

### 5.2 Legal implications

There are no direct legal implications arising from this update.

22<sup>nd</sup> December 2025

Kevin Carter  
Solicitor  
Head of Law - Commercial, Property & Planning

### 5.3 Climate Change and Carbon Reduction implications

There are no climate emergency implications arising from this report.

Duncan Bell, Change Manager (Climate Emergency). Ext 37 2249  
22<sup>nd</sup> December 2025

#### 5.4 Equalities Implications

Our Public Sector Equality Duty (PSED) requires us to eliminate unlawful discrimination, advance equality of opportunity and foster good relations between those who share a protected characteristic as defined by the Equality Act 2010 (sex, sexual orientation, gender reassignment, disability, race, religion or belief, marriage and civil partnership, pregnancy and maternity, age) and those who do not. The Council also has an obligation to treat people in accordance with their Convention rights under The Human Rights Act, 1998.

In keeping with our PSED, we are required to pay due regard to any negative impacts on people with protected characteristics arising from our decisions (and this would include decisions on how we deliver our services) and put in place mitigating actions to reduce or remove those negative impacts. We need to consider the demographic profile of the city when developing and delivering services, to ensure we are meeting the needs of individuals.

Sukhi Biring, Equalities Officer  
23 December 2025

#### **6. Background information and other papers:**

N/A

#### **7. Summary of appendices:**

Appendix A: Quarter 2 SCE Dashboard

Appendix B: Presentation



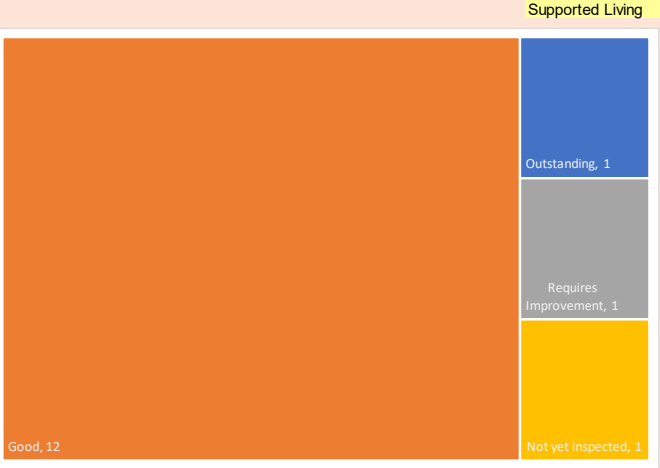
## Appendix F

## APPENDIX A - ADULT SOCIAL CARE DASHBOARD (BETA) 2025-26 – QUARTER 2

[illegible]

	PERFORMANCE METRICS	2025-26 Q2	2025-26 Q1	Change q-on-q	Change y-on-y	2024-25 Q4	2024-25 Q3	2024-25 Q2	2024-25 Q1	Region	National	Trend most recent on right <small>Green best, Red worst</small>
Adult Review:	No review for 24+ months	1,234	1,205	↑	↓	1,199	1,274	1,312	1,317	-	-	
CQC Rating:	All Settings: Outstanding	2	2	↔→	↔→	2	2	2	2	-	-	
	All Settings: Good	113	112	↑	↑	108	102	101	100	-	-	
	All Settings: Requires Improvement	25	28	↓	↓	28	29	31	32	-	-	
	All Settings: Inadequate	0	0	↔→	↓	0	1	1	1	-	-	
	All Settings: CQC not inspected service yet	4	2	↑	↓	5	7	6	5	-	-	
	All Settings: Insufficient evidence to rate	0	0	↔→	↔→	0	0	0	0	-	-	
	All Settings: Inspected but not rated	0	0	↔→	↔→	0	0	0	0	-	-	no relevant cases
Hospital discharges	% of Discharges from UHL - Pathway 1	89	83	↑	↑	84	87	86	84	-	-	
	% of Discharges from UHL - Pathway 2	8	11	↓	↓	7	9	12	14	-	-	
	% of Discharges from UHL - Pathway 3	4	6	↓	↑	9	4	2	2	-	-	

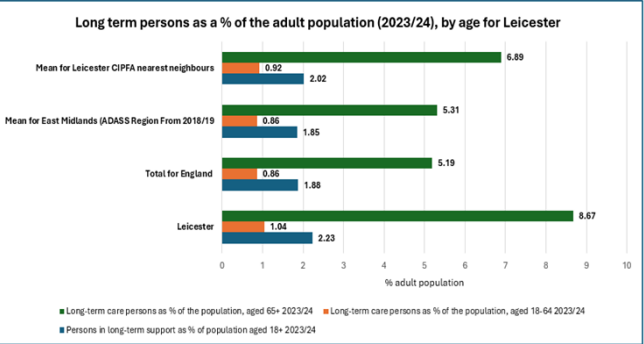
Latest CQC Ratings for selected provider type: Supported Living



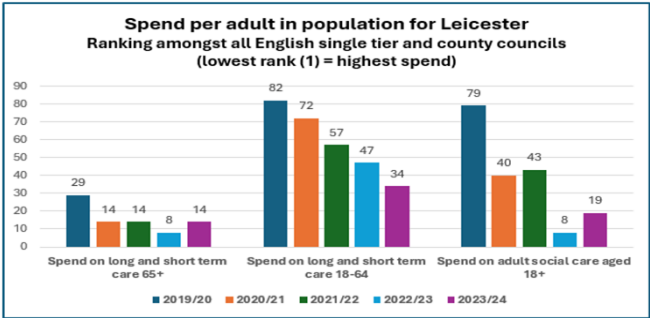
Latest CQC Ratings for all Leicester provider types



Showing the high numbers of people supported in Leicester

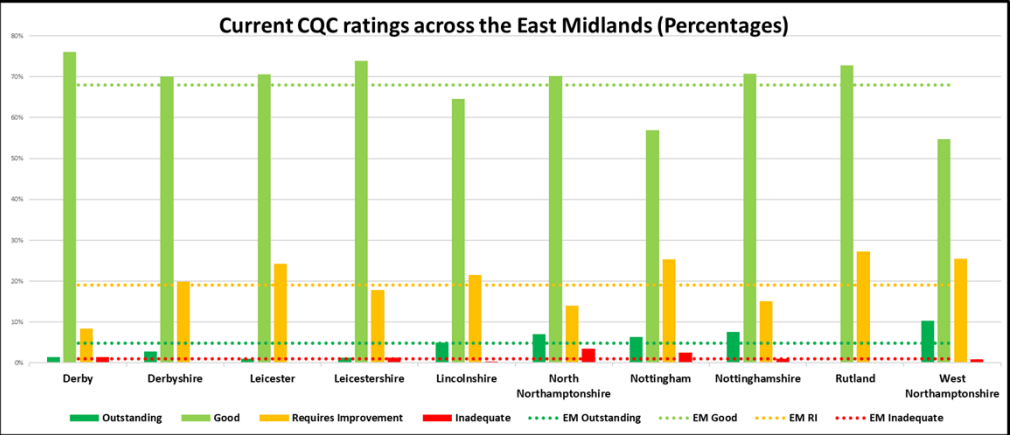


Showing the time-series of our spend against others (based on total population, as per previous chart) expressed as a ranking

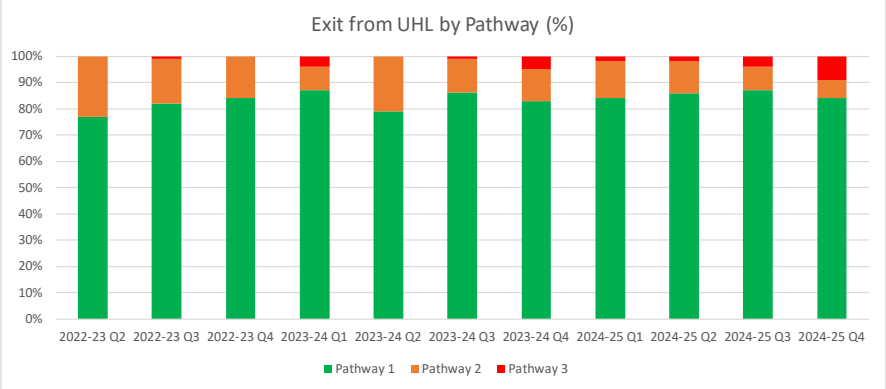
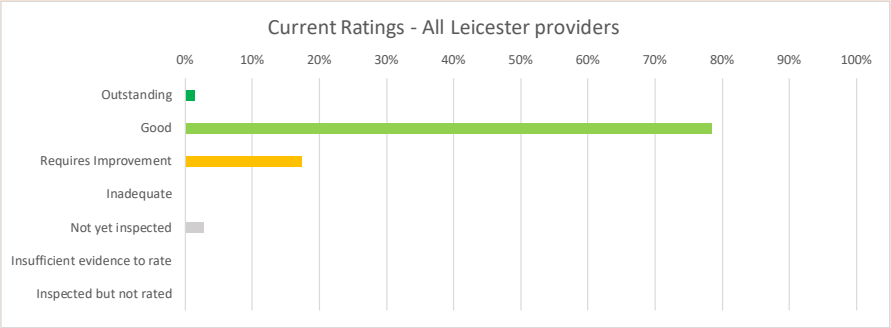


	Supported Living		All Providers	
Outstanding	1	6.7%	2	1.4%
Good	12	80.0%	113	78.5%
Requires Improvement	1	6.7%	25	17.4%
Inadequate	0	0.0%	0	0.0%
Not yet inspected	1	6.7%	4	2.8%
Insufficient evidence to rate	0	0.0%	0	0.0%
Inspected but not rated	0	0.0%	0	0.0%

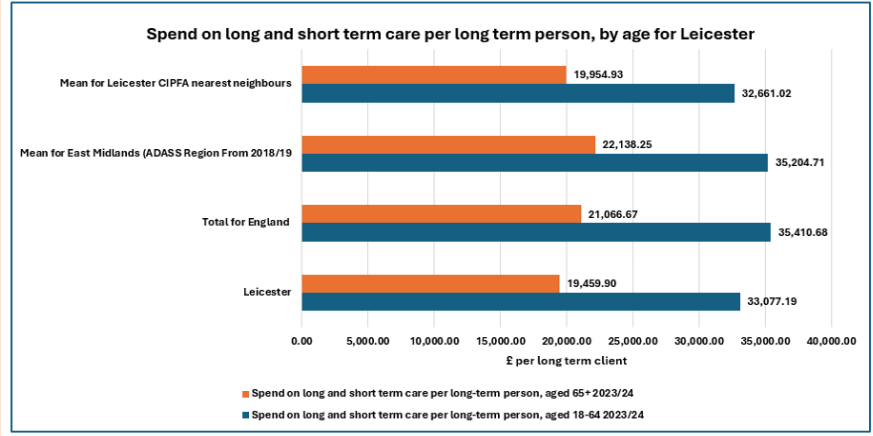
The chart below is for all CQC registered providers in the region, the table is for those providers we contract with. As such there are (a small) number of inadequate providers in Leicester, but not amongst those we contract with.



CQC ratings as of 31 March 2025. This is for all providers, not just contracted providers (Contracted providers perform better than non-contracted providers).



Showing our comparative spend per person supported





# Adult Social Care

QUARTER 2 PERFORMANCE and QUALITY ASSURANCE  
APRIL-SEPTEMBER 2025

# AREAS OF RISK

- **WAITS FOR REVIEW OVER 24 MONTHS.**
- Long term waits have remained at a static level for the last two quarters where reductions are being targeted
- We have increased review team capacity and the team have worked through their first tranche of the most overdue reviews
- Unfortunately staff have been pulled into other priorities and there has been some delayed recruitment
- We have a new project delivery structure for "Review Improvement" under the Performance Oversight Board.

# AREAS OF RISK

- **SOCIAL WORKER and OTHER VACANCIES**
- Recruitment and retention remains a challenge as it is across the social care sector
- The SCE department now has a dedicated Human Resources Business Partner
- We are using the % underspend created from staffing vacancies (Vacancy Level Turnover) and reinvesting this in a larger staffing establishment to give more resilience. Some of the current vacancy rate is due to the expansion of the establishment.
- Building on our successful apprenticeship programme we have created a Social Care Academy with an newly appointed Head to drive recruitment into the sector and ongoing professional development

# AREAS OF POSITIVE PERFORMANCE

- Increase in Q2 of discharges from hospital in pathway one (home) and a reduction in pathway 3 (care homes).
- This is the highest percentage of pathway 1 discharges for 2 years
- Overall waiting times (aside from reviews) benchmark well against East Midlands peers



# Quality Assurance Framework

We have a quality assurance framework with 4 domains drawing on 20 varied sources of information including:

- National performance data and local operational data / metrics
- Financial information
- Complaints, commendations and feedback
- Practice audits
- Reviews and sector led / peer visits
- Information from staff – huddles, forums, surveys

# Quality Assurance Framework

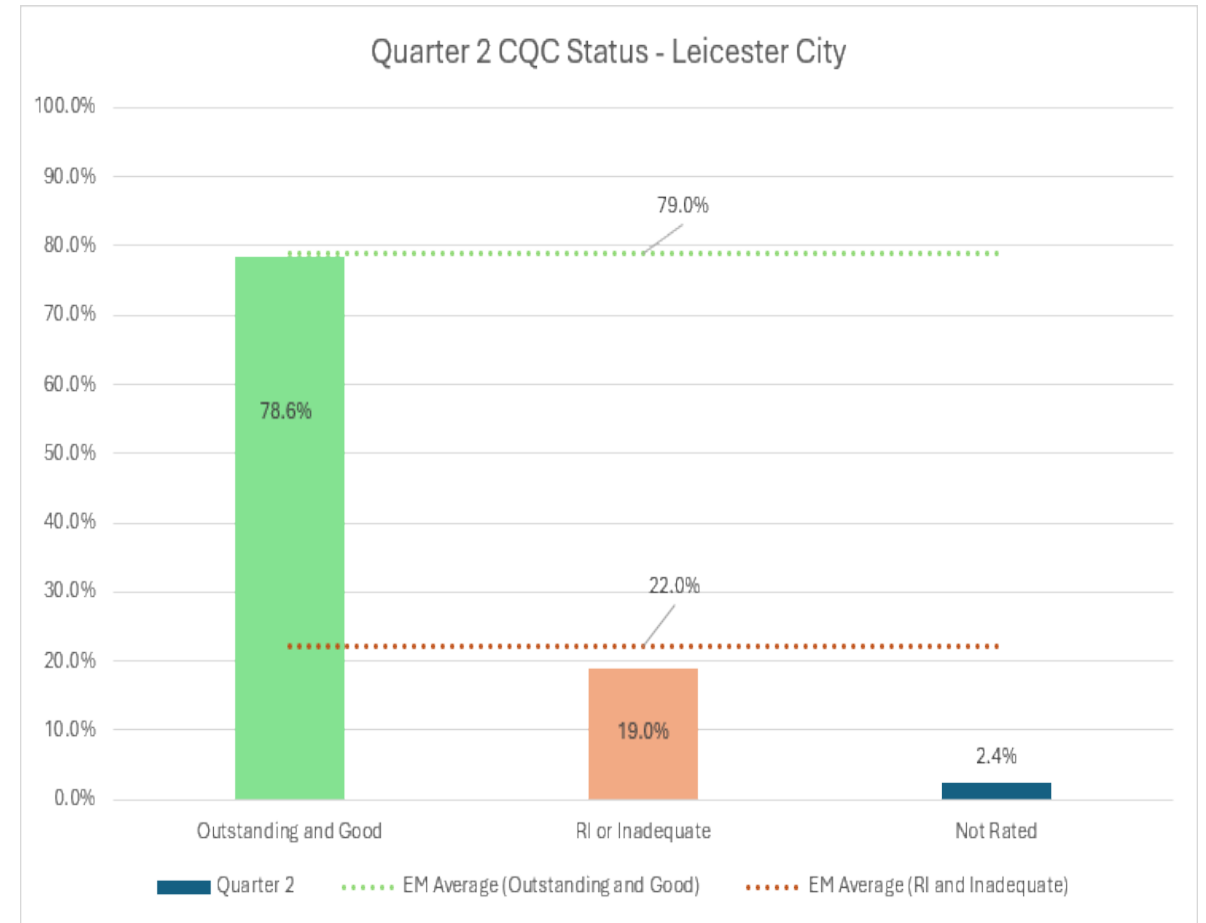
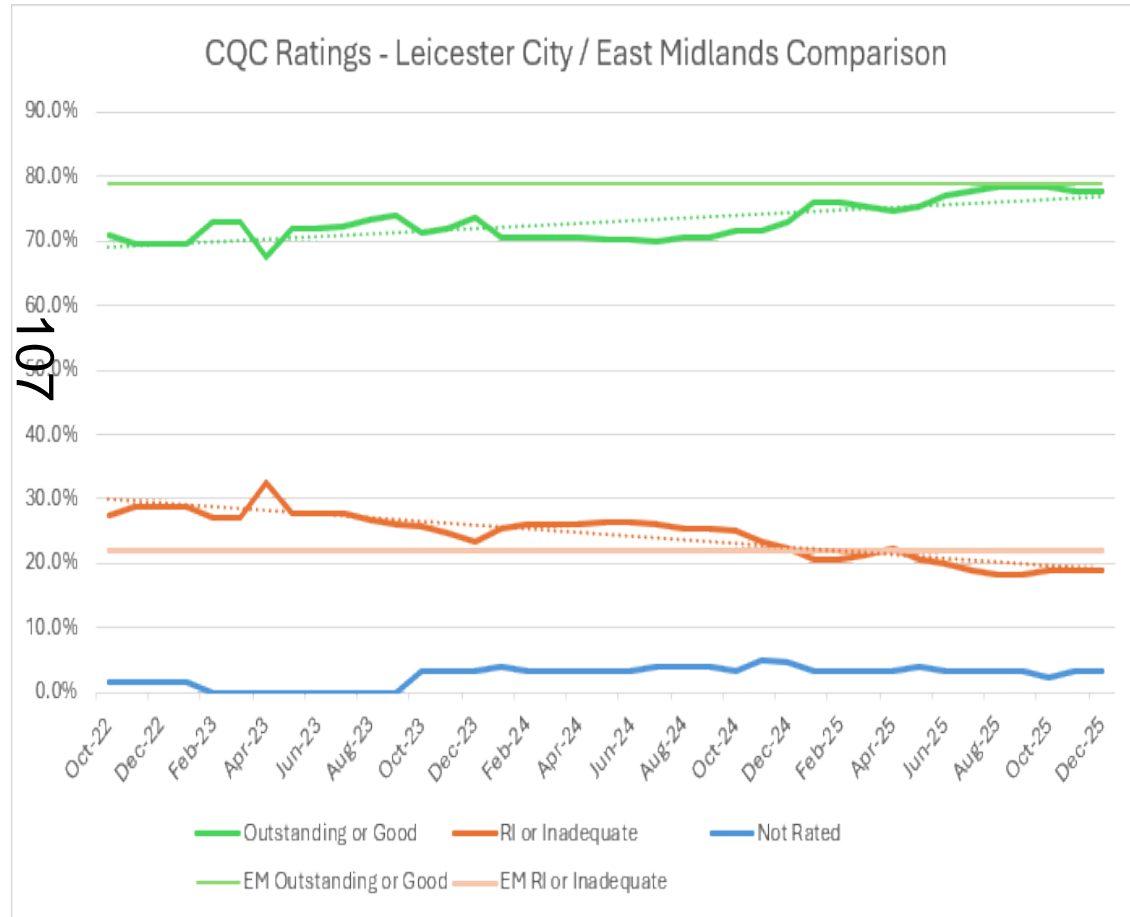
- Quality of practice is overseen by the Practice Oversight Board, reporting into the SCE Learning and Improvement Board
- Reporting cycles vary by source – monthly / quarterly / annual
- Evidence is drawn together in an Annual Assurance Statement
- A public facing 'Community Story' (Local Account) is co-produced with the Making it Real Group / Leicester Voices Together

# QA of External Providers

- Bespoke Quality Assurance Framework & Contract Monitoring framework drawing on the standards as set out in service specifications
- Quarterly performance management against KPIs
- 108 • Intelligence gathering from CQC data, social work teams, partners (Local Authorities and Health), supporting risk rating of providers and determination of visits
- Announced and unannounced visits
- Health and Safety, infection prevention control audits by subject experts
- Information sharing across the partnership



# CQC ratings



# Next Steps for Quality Assurance

- Developing a consistent methodology across the department
- Activity proportionate to risk
- Drawing in learning from compliments and complaints
- Clear analysis
- Answering the "So What?" Question
- Human learning systems approach to "aggregate evidence"
- Driving our workforce development activity
- Co-sponsors Divisional Directors Damian Elcock and Ruth Lake

# Leading Performance Initiative

- For all SCE managers and leaders from Team Manager upwards
- Reflective performance workbook for every manager
- Mandatory sessions:
  - Positive psychology and motivation (Art of Brilliance)
  - Using data (PCH)
  - Ethical leadership and social justice (SCE Directors)
- Delivery by May 2026
- Co-sponsors Strategic Director Laurence Mackie-Jones and Divisional Director Sophie Maltby

# Diversity and Inclusion

- Development of initial plan and staff engagement
- Inclusive decision-making forum - "views of those with lived experience"
- Maturity matrix drive by staff engagement
- Annual improvement plan
- Utilising tools such as Diverse by Design
- Co-sponsors Laurence Mackie-Jones and Divisional Director Kate Galoppi

# ASC Scrutiny Commission Finance Update

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Ruth Lake, Kate Galoppi and Mohammed Irfan  
15 January 2026



# Financial monitoring process

Annual process consists of:

- Budget setting – estimate of the spend and income
- Budget monitoring – during the year, the current budget is compared with forecast spend and income
- Outturn – end of year reported, actual spend for each financial year



# Budget setting

Budget assumptions are based on the following factors:

- Existing cost base i.e. people currently receiving care
- Growth – increase in care needed for current packages and increase in future numbers of people supported
- Inflation
- Expected income from people paying for their care and shared costs with health
- Targeted grants i.e Market Sustainability and Improvement Fund (MSIF)

Budget approved at Full Council in February.



# Cost mitigation

Key part of our budget strategy is cost mitigation which means taking action so that current and future costs are lowered or avoided.

- ASC would have spent £24m more in 2025/26, rising to £41m in 2026/27.
- Control costs of existing packages and lower growth in new packages.
- Income maximisation also part of it – e.g. other partners contribute their fair share.





# Cost mitigation delivery

Some examples are:

- Quality in Care – ensuring packages are right-sized - £1.8m
- Double handed care – reduction in number of home care packages utilising double handed care - £1.2m.
- Transport – development of a pricing tool for consistent calculation of transport cost component of packages - £0.1m



# Budget monitoring

In-year process consists of:

- Quarterly report to Overview Select Committee
- Contains narrative for all council departments including Adult Social Care
- Forecast of current year position made based on spend and income to date – taking into account the level of care currently provided



# Outturn position

Year	Budget (£000)	Outturn (£000)	Variance (£000)	Percentage
2022-23	130,256	128,398	-1,858	1.4%
2023-24	153,466	146,960	-6,506	4.2%
2024-25	157,774	152,343	-5,431	3.4%
2025-26 (P6 forecast)	179,127	175,260	-3,867	2.2%
2026-27	191,500	Tbc	Tbc	tbc



# Outturn analysis

- Between 1.4% and 4.2% below budget, current year forecast is 2.2%
- Main reasons across all years has been lower care costs than budgeted, income from people or other partners, and carrying vacancies
- Income dependent on changes in health conditions of people receiving care
- Income in one year is not guaranteed to arise in the following year



# Any questions?



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# LSAB Annual Report

ASC Scrutiny

Date of meeting: 15<sup>th</sup> January 2026

Lead director: Laurence Jones, Strategic Director Social  
Care and Education

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## Useful information

■ Ward(s) affected: All

■ Report author: Lindsey Bampton, Safeguarding Board Manager, Leicester and Jo Fowler, Safeguarding Partnerships Support Officer, Leicestershire and Rutland.

Presenting the report is Seona Douglas, LSAB Independent Chair.

■ Author contact details: [Lindsey.Bampton@leicester.gov.uk](mailto:Lindsey.Bampton@leicester.gov.uk) (0116) 454 6911

■ Report version number: Final published report

### 1. Summary

The Adult Social Care Scrutiny Commission will receive, at their January 2025 meeting, the Leicester Safeguarding Adults Board (LSAB) 2024/25 Annual Report which will be presented by the LSAB Independent Chair.

It is a statutory duty of the LSAB under the Care Act 2014 to publish a report on what it has done during that year to achieve its objective, including findings of safeguarding adults reviews and what it has done to implement findings from reviews.

### 2. Recommended actions/decision

In line with legislation, the 2024/25 LSAB Annual Report was [published](#) on the LSAB webpage of the Leicester City Council website as soon as was feasible after the end of the 2024/25 financial year.

The Adult Social Care Scrutiny Commission is invited to comment on how effectively the LSAB has reported on the activity they have undertaken in a 12-month period, with a focus on multi-agency priorities, learning, impact, evidence, and improvement.

### 3. Scrutiny / stakeholder engagement

The report was tabled at LMB on 9<sup>th</sup> October 2025 and at EHC Board on 18<sup>th</sup> November 2025.

### 4. Background and options with supporting evidence

N/A.

### 5. Detailed report

Please find the LSAB Annual Report accompanying this cover paper.

## 6. Financial, legal, equalities, climate emergency and other implications

### 6.1 Financial implications

There are no financial implications regarding this 2024/25 Annual Report

Neeta Kachhela

Accountant

Social Care, Education and Public Health

05.01.2026



## 6.2 Legal implications

The contents of this report are noted. There are no direct legal implications arising from this annual update.

19<sup>th</sup> December 2025  
Susan Holmes

## 6.3 Equalities implications

There are no direct equality implications arising from the report as it provides an update for 2024/25. However, the report does focus on several protected characteristics as defined by the Equality Act and what has taken place. The plan identifies two development priorities, strengthening user and carer engagement and raising awareness within our diverse communities via engagement and distribution of information, for example producing a resource pack and See Something Say Something campaigns.

Work has also been undertaken to explore, understand and address disproportionality relating to ethnicity for S42 Safeguarding Enquiries in Leicester

Protected characteristics under the public sector equality duty are age, disability, gender re-assignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, sex and sexual orientation.

Sukhi Biring, Equalities Officer  
23 December 2025

## 6.4 Climate Emergency implications

There are limited climate emergency implications directly associated with this report. As service delivery generally contributes to the council's carbon footprint, any impacts of safeguarding work can be managed through working to encourage and enable the use of sustainable travel options, considering the energy efficiency of any buildings used, using materials efficiently and following the council's sustainable procurement guidance, as applicable and appropriate to the programme.

Philip Ball, Sustainability Officer, Ext 372246  
17 December 2025

6.5 Other implications (You will need to have considered other implications in preparing this report. Please indicate which ones apply?)

N/A

**7. Background information and other papers:** N/A.

**8. Summary of appendices:** The LSAB Annual Report is provided in the appendix.

**9. Is this a private report (If so, please indicate the reasons and state why it is not in the public interest to be dealt with publicly)?** This is not a private report.

**10. Is this a “key decision”?** If so, why? No.

## LEICESTER SAFEGUARDING ADULTS BOARD



## ANNUAL REPORT 2024 – 2025







## **A Message from the Independent Chair**

It is a privilege to introduce the Annual Report for Leicester Safeguarding Adults Board (LSAB) for 2024/2025.

The Report highlights the work that the Board has been engaged with over the year. I am grateful to all partners for their ongoing contribution to the Board. The work of the SAB is delivered through several subgroups chaired by partners.

It is important to lead the L&R SAB in the delivery of priorities as part of the continuous learning journey for all engaged in adults' safeguarding and the well-being of the residents of Leicester.

The Report provides information about how partners have continued to provide care and support to people and respond to the changing safeguarding needs and risks that occur alongside the ever-changing demands and pressures upon their organisations, which is evidenced in the data and information provided. A new feature of the work undertaken by the SAB, is to oversee and include rough sleeping within its assurance role.

Self-Neglect and Mental Capacity have remained a significant focus this year and addressing the issues this raises for people and communities. Continued development was supported by the multiagency audits to ensure continual improvements in understanding and responses to these challenging areas of safeguarding.

Following research with Durham University referred to in previous Annual Reports the SAB partners are delivering to improve the responses to older people who suffer from domestic abuse to ensure this is recognised and responded to within safeguarding context to keep people safe where possible and receive the support they require.

It is important we continue to learn from Safeguarding Adults Reviews (SARs). Along with the second National Analysis of Safeguarding Adults Reviews (2019-2023), the SAB has considered the evidence and impact of the learning to prevent abuse and neglect. Actively hearing the voice of those involved in safeguarding and implementing effective learning from this is critical to the Boards assurance function.

Finally, I would like to thank the Board Manager, Lindsey Bampton and the Team for efficiently and effectively managing the business of the Board.

I would also like to acknowledge the work of the staff and managers across all statutory, voluntary and community partners who have been committed to working together to keep people safe in Leicester.

Seona Douglas

Independent Chair Leicester

## Local Context

During 2021 Leicester's population reached nearly 370,000 and Leicester was noted as the most densely populated local authority area across the East Midlands (Office of National Statistics, 2022)<sup>1</sup>. It is home to around 36 people per football pitch-sized piece of land.



According to the Office of National Statistics 'In the latest census, around 213,600 Leicester residents said they were born in England. This represented 57.9% of the local population'<sup>2</sup>. The 5 most common countries of birth for the population of Leicester in 2021 were England, India, South and Eastern Africa (other than Kenya, Somalia, South Africa and Zimbabwe), Poland, and Kenya.

In 2021, 43.4% of usual residents in Leicester identified their ethnic group as "Asian, Asian British or Asian Welsh" followed by 40.9% who identified themselves as "White", 7.8% as "Black, Black British, Black Welsh, Caribbean or African", 4.1% as "Other ethnic groups" and 3.8% as "Mixed or Multiple Ethnic Groups" (Office of National Statistics, 2022)<sup>3</sup>.

Along with every local authority area across the East Midlands, the 2021 Census for Leicester saw a decrease in the proportion of residents who identified as being "disabled and limited a lot". This fall was from 11.5% of residents in 2011 to 8.8% of residents in 2021. Caution should be taken when making comparisons due to changes in question wording and response options<sup>4</sup>.

Just over half of the population of Leicester during 2021 were recorded as female (186,466) with just under half recorded male (182,115)<sup>5</sup>. 1,649 people recorded their

<sup>1</sup> Office of National Statistics (2022) How the population changed in Leicester: Census 2021 <https://www.ons.gov.uk/visualisations/censusareachanges/E06000016/>

<sup>2</sup> Ibid

<sup>3</sup> Ibid

<sup>4</sup> For more context see [Disability, England and Wales - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk/disability)

<sup>5</sup> [Census 2021 - Population by single year of age and sex — Leicester Open Data](#)

gender identity as different from sex registered at birth with no specific identity given, 437 people identified as trans women, 496 people identified as trans men, and 328 people were recorded as 'all other gender identities'.<sup>6</sup>

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<sup>6</sup> [Gender identity - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/peopleandpopulation/identityandgender/articles/genderidentity/2017-01-26)

## The Safeguarding Adults Board

The [Care Act 2014](#) stipulates that each local authority must set up a Safeguarding Adults Board (SAB). The main objective of a Safeguarding Adults Board is to assure itself that local safeguarding arrangements and partners act to help and protect adults in its area.

The three core duties of a Safeguarding Adults Board, outlined by the [Care and Support Statutory Guidance](#), are to:

- Publish a strategic plan for each financial year that sets how it will meet its main objective and what the members will do to achieve this.
- Publish an annual report detailing what the SAB has done during the year to achieve its main objective and implement its strategic plan, and what each member has done to implement the strategy as well as detailing the findings of any safeguarding adults reviews and subsequent action.
- Conduct any safeguarding adults review in accordance with Section 44 of the Care Act 2014.

The work of the Safeguarding Adults Board is informed by the six key principles which underpin all adult safeguarding work, as set out in the Care and Support Statutory Guidance:

- Empowerment
- Prevention
- Proportionality
- Protection
- Partnership
- Accountability.

The Leicester Safeguarding Adults Board brings together organisations across the city of Leicester to oversee the multi-agency approach to safeguarding adults with care and support needs. The Safeguarding Adults Board:

- Sets how organisations should work together to safeguard adults with care and support needs
- Provides multi-agency training and development resources to support good safeguarding
- Tests how well organisations are working together and the difference this is making
- Reviews serious safeguarding incidents to identify improvements needed
- Uses learning and feedback to improve and develop how agencies work together to safeguard adults.

### Ministerial Guidance

In a joint letter, dated 20<sup>th</sup> May 2024, the Minister for Housing and Homelessness and the Minister for Social Care wrote that Safeguarding Adults Boards should also:

- Aim to make specific reference to rough sleeping and homelessness in their strategic plans and reports

- Act as an active presence in system-wide governance discussions
- Designate a named board member for rough sleeping
- Commission safeguarding adults reviews in cases of deaths involving rough sleeping (where the criteria outlined in the Care Act 2014 is met)
- Promote workforce literacy around understanding safeguarding, relevant legislation, perceived stigma, multiple disadvantage, and the roles and responsibilities of various stakeholders in supporting individuals rough sleeping.

Following this guidance, Leicester City Council has designated a named board member for rough sleeping.

### Governance and Structure

The local safeguarding adults arrangements are led by the statutory safeguarding partners – the Leicester, Leicestershire and Rutland Integrated Care Board (ICB), Leicestershire Police, Leicester City Council – and Independent Chair in accordance with the Care Act 2014.

The Independent Chair for Leicester is jointly appointed with the Leicestershire and Rutland Safeguarding Adults Board. The Independent Chair has a critical role to lead collaboratively, give advice, support and encouragement but also to offer constructive challenge and hold partner agencies to account and ensure that interfaces with other strategic functions are effective whilst also acting as a spokesperson for the Safeguarding Adults Boards.

The Board partner agencies from the statutory, voluntary and independent sector come together to seek assurance that the persons thought to be at risk stay safe, are effectively safeguarded against abuse, neglect, discrimination, are treated with dignity and respect and enjoy a high quality of life.

The Safeguarding Adults Board members are made up of several organisations across Leicester. A notable addition this year is a named board member for rough sleeping from the Local Authority. The engagement of all partners, at a Board and subgroup level, is monitored to ensure full representation and engagement in working to ensure prevention and protection of people at risk which is at the heart of the SAB's work.

Details of the governance of the Board and its subgroups are available at **Appendix 1**.

The Leicester Safeguarding Adults Board is funded by contributions from the safeguarding partners. Further information about finance and the budget is available at **Appendix 2**.

This is the statutory annual report of the Leicester Safeguarding Adults Board outlining the work it has carried out during 2024-2025. For more information on the work of the Board please visit [www.leicester.gov.uk/lisab](http://www.leicester.gov.uk/lisab).



## Safeguarding Data

A 'safeguarding concern' (known locally as an alert) is made to raise concerns that an adult is experiencing, or at risk of abuse or neglect. A concern may arise because of a disclosure, an incident, or other signs or indicators. A concern can be raised by anyone including the person at risk, family, friends, professionals, and other members of the public.

Where concerns require further investigation under Section 42 of the Care Act 2014, a 'safeguarding adults enquiry' is initiated. This enables concerns to be addressed promptly, minimising risk.

### Safeguarding Enquiries and Alerts

	2023-24	2024-2025
Total number of concerns (alerts) raised	2,259	2,168
Total number of enquiries	493	698
Conversion rate of concerns to enquiries	22%	32%

### Enquiries by Age

	Number of enquiries in 2024-2025
18-64	45.6%
65+	54.4%

### Concerns (Alerts) and Enquiries by Ethnicity

	Population of Leicester 2021	Concerns (Alerts) 2024-2025	Enquiries 2024-2025
Asian/Asian British	43.4%	20.8%	18.7%
White	40.9%	62.2%	63.8%
Black/Black British	7.8%	4.8%	4.6%
Any other ethnic group	4.1%	1.7%	1.9%
Mixed/Multiple	3.8%	1.9%	2.9%
Refused	-	0.1%	0%
Not known	-	8.5%	8.2%

Total Individuals: Enquiries

1596

588

## Concluded Enquiries by Types of Abuse, as defined by the Care Act 2014 Statutory Guidance

	2023-2024	2024-2025
Physical Abuse	14%	21.1%
Domestic Abuse	3%	6.4%
Sexual Abuse	3%	4.3%
Psychological Abuse	3%	13.1%
Financial or Material Abuse	22%	16.6%
Modern Slavery	0%	0.2%
Discriminatory Abuse	0%	0.3%
Organisational Abuse	2%	7.5%
Neglect and Acts of Omission	51%	24.9%
Self-Neglect	0%	4.9%

## Top 5 locations that abuse took place in 2024-2025

	Percentage in 2024-2025
Own home	54%
Care home – residential	34%
Care home – nursing	7%
In the community	2%
Hospital (all types)	2%

## Making Safeguarding Personal

	2023-24	2024-2025
% of incidents risk removed	21%	31%
% of incidents risk reduced	79%	61%
% of incidents risk remained	0%	8%
% of Making Safeguarding Personal outcomes achieved fully or partly	88%	65%

During 2024/25 in Leicester 31% of incidents risk was removed, risk was reduced in 61% of incidents, and in 8% of incidents risk remained. Where risk remained, action plans were put in place.

Work has been undertaken to explore, understand and address disproportionality relating to ethnicity for S42 Safeguarding Enquiries in Leicester. Data shows us that the setting of care influences the volume of safeguarding alerts and enquiries; we also know that our communities are differently represented in settings of care.

Over 34% of safeguarding alerts relate to people living in residential care homes – they are highly regulated services and care / interactions are more readily observed by others who might raise a concern. Adults from White backgrounds are significantly more likely to receive care in this setting than Asian adults.

One alert in a care home may lead to several people becoming part of a safeguarding enquiry if the concern extends to other residents in that setting who are also at risk. This will have an impact on the over-representation of White adults in safeguarding alerts.

However there remains more work to do, to ensure our communities understand what harm and abuse looks like and are confident to tell us about it.

## Meeting our Strategic Priorities

The Leicester Safeguarding Adults Board set a joint [Strategic Plan for 2020-2025](#) with the Leicestershire and Rutland Safeguarding Adults Board. The strategic plan was developed with input from Healthwatch and was underpinned by a robust evidence base, making use of available intelligence. It set out how adults at risk of abuse or neglect across Leicester, Leicestershire and Rutland would be helped and protected.

The strategic priorities were:

### Core Priorities:

1. Ensuring Statutory Compliance – carrying out the required functions of the SAB
2. Enhancing Everyday Business of our partners

### Developmental Priorities:

3. Strengthening User and Carer Engagement
4. Raising awareness within our diverse communities
5. Understanding how well we work together
6. Prevention – helping people to stay safe, connected and resilient to reduce the likelihood of harm, abuse or neglect

A new [Strategic Plan for 2025-2031](#) will be published in 2025-2026.

The Safeguarding Adults Board also sets Business Plans to progress work as part of the Strategic Plan. The Business Plan considers the data, feedback from organisations, safeguarding adults reviews, learning, and people's views to define specific areas of work with a two-year-plan to allow time to embed the outcomes of the key deliverables and, subsequently, analyse the impact of these outcomes.

The work on these business plan priorities is embedded within the assurance, training, procedure and review work of the Safeguarding Adults Board, outlined further in the following sections of this report.

The business plan priorities for 2023-25 were Self-Neglect, Mental Capacity Act and Domestic Abuse. Further detail on these is provided later in the report.

# Core Priority 1: Ensuring statutory compliance

## Safeguarding Adults Reviews

Safeguarding Adults Boards have a statutory duty under Section 44 of the Care Act 2014 to undertake Safeguarding Adults Reviews (SARs) into cases where individuals with care and support needs have been seriously harmed or died and abuse or neglect is suspected. When these reviews are undertaken, they are focused on identifying how multi-agency safeguarding systems and practice can be improved in future.

### Key decisions and actions taken

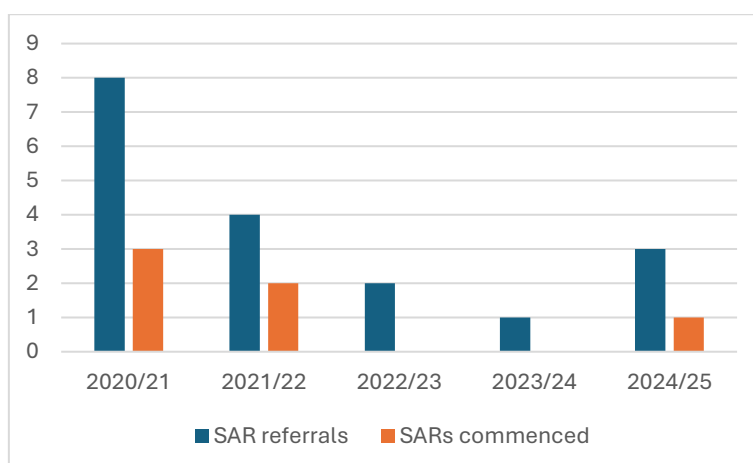
During 2024-2025, the Leicester Safeguarding Adults Board received three new referrals for consideration of a Safeguarding Adults Review (SAR). This is more than the one referral received in 2023-24.

Of the three referrals considered in 2024-2025, it was agreed that:

- One referral met the criteria for a SAR. A joint SAR / Domestic Homicide Review (DHR) has been commissioned.
- Two referrals did not meet the criteria for a Safeguarding Adults Review.

The decisions were agreed by the Independent Chair of the Safeguarding Adults Board.

The chart below shows the number of referrals and Safeguarding Adults Reviews commenced<sup>7</sup> each year for the past five years. In some cases, a Safeguarding Adults Reviews may have been referred in one year and commenced in the next year.



<sup>7</sup> A SAR is classed as commenced when it has been agreed to meet SAR criteria (Section 44 of the Care Act 2014).

During 2024-2025, the Safeguarding Adults Board continued work on three other Safeguarding Adults Reviews. No reviews were completed or published during 2024-2025.

Leicester Safeguarding Adults Board publishes reports on its website indefinitely, to ensure that local learning is not lost over time. It also adds its published reviews to the [National Safeguarding Adults Review \(SAR\) Library](#) developed by the National Network for Chairs of Adult Safeguarding Boards.

#### Impact from reviews

Action plans are in place to respond to and monitor areas of learning from Safeguarding Adults Reviews. They are deemed to be completed when appropriate outputs have been achieved for all actions recorded.

Learning from Safeguarding Adults Reviews has been implemented across 2024-2025:

- It has informed the refresh and rebranding of local self-neglect guidance, with the Vulnerable Adults Risk Management process being replaced by the [Responding to Self-Neglect \(including Hoarding\) Guidance](#) from 1<sup>st</sup> December 2024.
- It has influenced the content of the mental capacity training courses offered by the Safeguarding Adults Boards across the year, with Edge Training, the commissioned provider of the training, agreeing to weave in local learning from SARs across LLR and local procedures to personalise their standard course materials.
- It has informed the content of the [Special Issue of Safeguarding Matters on the Mental Capacity Act](#), published in November 2024.
- Local health guidance has been updated so that patients with schizophrenia and psychosis whose engagement with services is sporadic or poor have an agreed care plan about who and how physical healthcare monitoring will occur annually between Leicestershire Partnership NHS Trust (LPT) and GPs.
- To support people who self-neglect, have mental health needs, and live alone, when they do not attend health screening appointments, a centralised booking system has been introduced that will allow a patient to be offered an annual mental health review and physical health checks. Where a patient declines this service, this will be communicated to a team who will carry out checks in community clinics.
- The importance of early identification and treatment of emerging personality disorders together with effective dual diagnosis pathways is being considered through a new Personality Steering Group which is currently LPT focused but will move to a system wide approach to consider all aspects of Emotionally Unstable Personality Disorder (EUPD) across the system.

## Dissemination of learning

The Safeguarding Adults Board shared key messages from Safeguarding Adults Reviews through its quarterly [Safeguarding Matters newsletter](#) and [Safeguarding Matters Live events](#), as well as the regular Safeguarding Matters Digest emails. Safeguarding Matters has a wide reach, with over 4,700 visits to the newsletter's webpage during 2024-2025. To support workers to put learning from reviews into practice, the Board continues to work with Leicestershire and Rutland SAB and the local Safeguarding Children Partnerships to develop [Building Confidence in Practice Resource Packs](#). These concise documents are focused on encouraging reflection and development within teams and by individuals to develop practice in response to the learning.

## How we are measuring impact

The Safeguarding Adults Assurance Framework (SAAF) in 2024-2025 was completed via a frontline practitioner survey. Some of the questions posed related to learning from Safeguarding Adults Reviews and were used to establish the level of understanding around key themes, such as when and how to seek Care Act advocacy services for adults with needs for care and support; what is meant by a Whole Family Approach when working with a multi-generational household; understanding of the term 'dual diagnosis' in relation to the Mental Capacity Act; and understanding of diagnostic overshadowing when working with adults who have learning disabilities. For details of the results of the SAAF, please see the section on Core Priority 2.

Qualitative data is collated from feedback to multi-agency training delivered by the Safeguarding Adults Board. See section on Core Priority 2 for further detail.

## Second National SAR Analysis

Leicester Safeguarding Adults Board provided data and information for the Second National Analysis of Safeguarding Adults Reviews in England. It was funded by Partners in Care and Health (PCH), supported by the Local Government Association (LGA) and the Association of Directors of Adult Social Services (ADASS). Its purpose was to identify priorities for sector-led improvement as a result of learning from SARs completed between 2019 and 2023, a period of time that included the Covid-19 pandemic. 31 priorities were produced, some of which are suitable to be taken forward locally.

A summary of the findings of the Second National Analysis of Safeguarding Adults Reviews was presented in Safeguarding Matters Live in July 2024.

Some of the priorities that the Leicester and Leicestershire & Rutland Safeguarding Adults Boards will be taking forward jointly include:

- Continue to promote the SAR library
- SARs should seek to build on previously completed reviews
- Develop and/or review a protocol for decision-making when the criteria for more than one type of review appear to be met

- Promote engagement by SABs with community safety and other partnerships to promote awareness of forced marriage, female genital mutilation, county lines and radicalisation as invoking adult safeguarding concerns.
- To engage people who have been involved in safeguarding and their carers in the work of the Safeguarding Adults Board, to understand their perspective and to aid development and learning for all partners strategically and in cooperation with the safeguarding pathway.



## Core Priority 2: Enhancing Everyday Business

### Multi-Agency Safeguarding Procedures

Leicester Safeguarding Adults Board works with Leicestershire and Rutland Safeguarding Adults Board to maintain up-to-date multi-agency adult safeguarding policies and procedures across Leicester, Leicestershire and Rutland. These policies and procedures are hosted on our dedicated website called the MAPP (Multi-Agency Policies and Procedures) <https://www.lradultsafeguarding.co.uk/>.

Throughout 2024-2025, these policies and procedures continued to be reviewed and updated in line with learning from reviews, audits, and best practice.

Updates were made to the following procedures:

- Guidance for the Oversight Process of S42 Enquiries in NHS Settings
- Advance Care Planning
- Deprivation of Liberty Safeguards
- Disclosure and Barring
- Forced Marriage
- Identifying Adults who are Vulnerable to Radicalisation and Violent Extremism
- Modern Slavery
- No Recourse to Public Funds

New procedures have been published on:

- Working with People who have Lasting Power of Attorney
- Professional Curiosity
- Inherent Jurisdiction of the High Court
- Pressure Ulcers: Safeguarding Adults Protocol
- Self-Neglect and Hoarding
- Kindness, Respect and Compassion
- Safeguarding Children
- Serious Violence Duty

A full list of new chapters and amendments made can be found on the '[Amendments](#)' page of the [Leicester, Leicestershire and Rutland Multi-Agency Policies and Procedures](#).

Individuals can receive alerts regarding procedure updates by [registering with the MAPP](#). If they have any comments or feedback on the procedures, they can use the [contact form](#).

### Learning, Development and Training

The Leicester Safeguarding Adults Board's training co-ordination and delivery function is shared with the Leicestershire and Rutland Safeguarding Adults Board to support consistent and effective partnership working. The work of the Leicester,

Leicestershire & Rutland SABs Learning & Development Subgroup is underpinned by the [Learning and Development Training Strategy 2024-2026](#).

Whilst it is the responsibility of partner organisations to ensure their own staff are appropriately trained in matters of adult safeguarding, it is the responsibility of the Learning and Development Subgroup to receive assurance from organisations that they know what levels of training are expected for their staff, have audited their needs, and that they are delivering the appropriate training in the areas of understanding abuse, raising awareness, responding effectively and prevention.

The Learning & Development Subgroup continues to support up-to-date training in single agencies, including all key partners and many care providers, through providing a [Competency Framework](#) to support individuals and organisations to undertake their safeguarding roles and responsibilities in a confident and competent manner. They disseminate learning from reviews and updates to procedure and legislation.

The Learning and Development Subgroup is also responsible for promoting multi-agency training within the partnership, promoting learning from Safeguarding Adults Reviews (SARs) and considering any specialist multi-agency training that may be required across the partnership relating to the Board's priorities.

A blended approach to learning is adopted, incorporating video resources and resource packs alongside online training sessions. This allows for a wide reach.

During 2024-2025, the Learning & Development Subgroup:

- Supported the launch of the LLR SABs [Responding to Self-Neglect \(including Hoarding\) Guidance](#) during National Safeguarding Adults Week 2024 (18<sup>th</sup>-22<sup>nd</sup> November), by producing a [PowerPoint](#), a [7-Minute Briefing on Self-Neglect](#) and a [7-Minute Briefing on Hoarding](#), and an [introductory briefing video](#), delivered by the Chair of the subgroup, which was used during three online briefings for practitioners.

The briefing video is now available on the LLR SABs YouTube channel as is a [Self-Neglect animation](#), which was developed by North East SAR Champions and adapted by the Leicester, Leicester and Rutland Safeguarding Adults Boards, with their permission. Additionally, a [Hoarding video](#), produced by the Hoarding Peer Group called "My Space at my Pace", has been shared on the YouTube Channel with the group members' permission. This group is supported by Leicestershire Fire & Rescue Service (LFRS). The video has been made to raise awareness of how people with hoarding behaviours feel and can be made to feel by others because of their circumstances.

- Commissioned Mental Capacity Act (MCA) Training, delivered by Edge Training, which covered the following areas: Mental Capacity Act basic awareness; Mental Capacity Act in practice; Advanced Mental Capacity Act training; Self-Neglect and the Mental Capacity Act.

24 sessions, which were a mixture of online and in-person sessions, were delivered over a 12-month period commencing from March 2024. The Subgroup commissioned 18 basic sessions (basic awareness and in practice),

which included the fundamental principles to ensure practitioners are trained in the basics, and 6 advanced sessions.

#### **Data about 18 “basic” sessions delivered during 2024-2025**

Basic Awareness sessions:

- 172 people attended (out of a possible 225 places)
- Of the 53 spaces not filled, these were largely due to on-the-day drop out.

In Practice sessions:

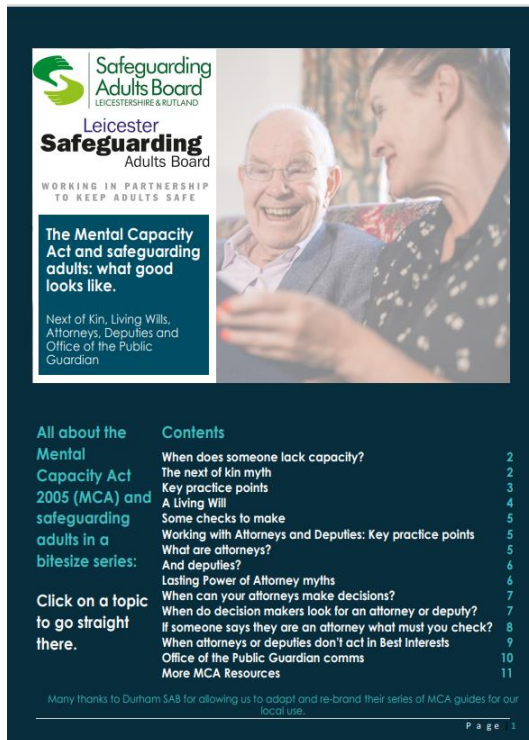
- 140 people attended (out of a possible 200 places)
- Of the 60 spaces not filled, these were largely due to on-the-day drop out.

All courses had waiting lists, some of which exceeded 60 staff.

The Safeguarding Adults Boards ensure that all agencies raise awareness about the importance of attendance at multi-agency training.

Due to the high volume of interest in the 2024-2025 Mental Capacity Act (MCA) sessions, the Safeguarding Adults Boards have commissioned some further events for staff working across LLR for 2025. Additional bespoke courses have been commissioned on:

- Assessing a person’s capacity, particularly those who are affected by substance and alcohol misuse/fluctuating capacity
- Best Interest decisions and principles
- Capacity Assessments – the principles and when to carry them out
- MCA assessment recording and decisions
- Capacity and drugs/alcohol misuse
- Fluctuating capacity
- Legal literacy in respect of coercion, executive functioning or fluctuating capacity.
- Produced a series of documents entitled “Mental Capacity Act and safeguarding adults: what good looks like”. They were adapted from documents produced by Durham SAB. They were published in November 2024 on the Multi-Agency Policies and Procedures (MAPP), alongside the existing “How To” guides. They now sit on their own [sub-section of the MCA procedure](#). These documents focus on different elements of the MCA, including:
  - About Capacity, the Act and the Court of Protection
  - Assessment Form and Expected Standards
  - Best Interest Decision Making Process
  - Capacity Assessments
  - Next of Kin, Living Wills, Attorneys, Deputies and Office of the Public Guardian
  - Preferred communication and all practicable steps
  - Building [Communities of Practice](#) (CoP) in your area.



Further documents are planned to include MCA and Coercive Control.

- Re-launched a free MCA Forum for providers in 2025, with events to be held in Leicester, Leicestershire and Rutland. This was previously a Leicester City Forum only. The first forum took place in February 2025 in Leicester. Three more events will be held throughout the year.
- Continued to link in with the Performance Subgroup to receive training compliance data to gain a clear understanding of the range of staff making use of these opportunities.

## Trainers' Network

The Leicester, Leicestershire & Rutland Safeguarding Adults Boards' Trainers Network is a forum that brings together individuals that deliver any learning and development activities relating to safeguarding adults. Individuals that complete the Train the Trainer course delivered by the Leicestershire Social Care Development Group (LSCDG) are invited to join the Network.

During 2024-2025, the Trainers Network was re-launched with two events, one online and one in person. Topics covered included updates on local and national policies and procedures and where to access these, learning from Safeguarding Adult Reviews (SARs) and audits, and the training materials available from the Leicestershire Social Care Development Group (LSCDG).

## Resources

The Leicester, Leicestershire & Rutland Safeguarding Adults Boards provide numerous learning and development resources and these are available and promoted via the [Safeguarding Matters newsletter](#), [Safeguarding Matters Live](#)

[events](#), Safeguarding Matters Digest emails and [YouTube Channel](#). Further information is provided in **Appendix 3**.

### Training Impact

During 2024-2025, more than 80 additional people requested they be added to the Safeguarding Matters distribution list, with nearly 800 people now signed up.

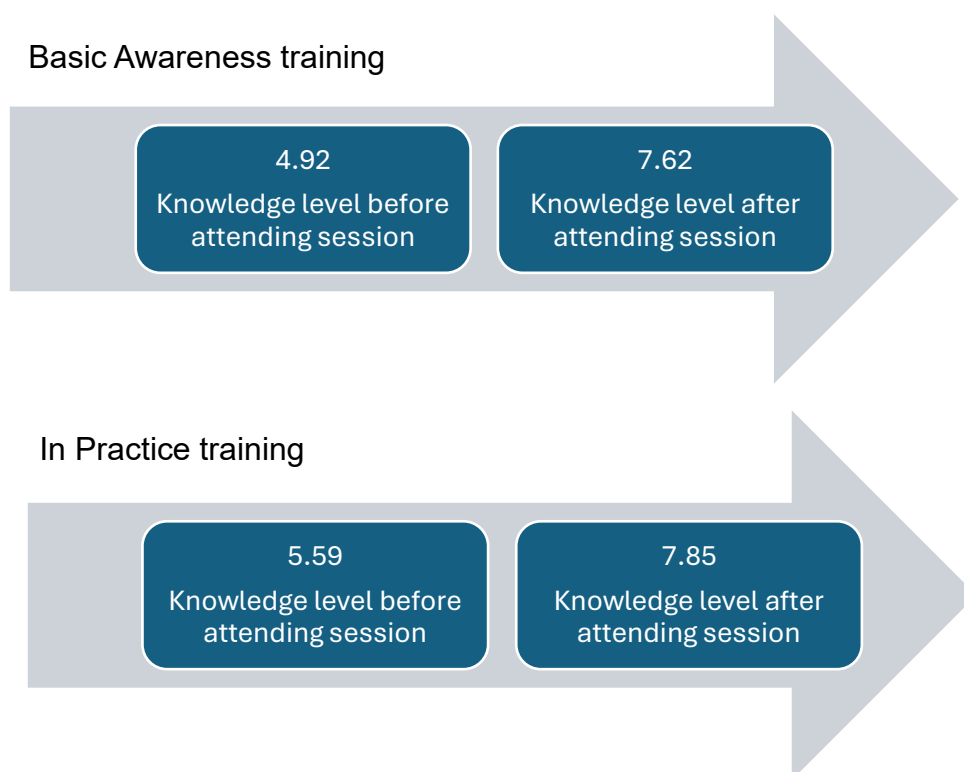
Over the two Safeguarding Matters Live events, one in June and one in December, 795 practitioners attended.

*“I not only enjoyed all presentations, but it also helped me make a decision regarding a safeguarding I needed to raise last night. Thank you for being there with all these valuable messages you have provided us with.”*

Feedback from attendee of Safeguarding Matters Live

The Safeguarding Basic Awareness PowerPoint, aimed at people who may work in a voluntary capacity or staff requiring a basic induction to children's and adults' safeguarding, has been visited over 9,600 times this year on the website.

Regarding the impact of the MCA training delivered in 2024-2025, overall, evaluation of both the “Basic Awareness” and “In Practice” training was very positive with 97% and 96% of attendees respectively answering “Yes” to the question “Did you feel the course met its objectives?”. Attendees were asked to rate their knowledge level of the Mental Capacity Act before and after the events, with 1 indicating low level knowledge and 10 the highest level. The average results demonstrate a clear increase in confidence following the training.



*“I will definitely be trying to input what I have learned today when completing assessments.”*

*“When completing templates, I will look more closely at the MCA part. I now complete the form with more information so that anyone looking will know my reasons behind the decision and know that this can change.”*

*“Enables me much more to guide and inform providers I support in this area who are dealing with some very complex issues. The section on when to assess capacity was useful.”*

*“I hope to have greater awareness of how we can support our people with learning disabilities to assess their capacity in decision specific ways.”*

Feedback from attendees of MCA training, in response to the question “how do you plan on using the learning from this event in your day-to-day role?”



## Developmental Priorities 1 & 2: Strengthening User and Carer Engagement & Raising awareness within our diverse communities

The Leicester, Leicestershire & Rutland Engagement & Communications Subgroup continues to oversee the Safeguarding Adults Boards' promotion of adult safeguarding during National Safeguarding Adults Week. In 2024, this took place between 18<sup>th</sup>-22<sup>nd</sup> November. They produced a resource pack for organisations and partners.

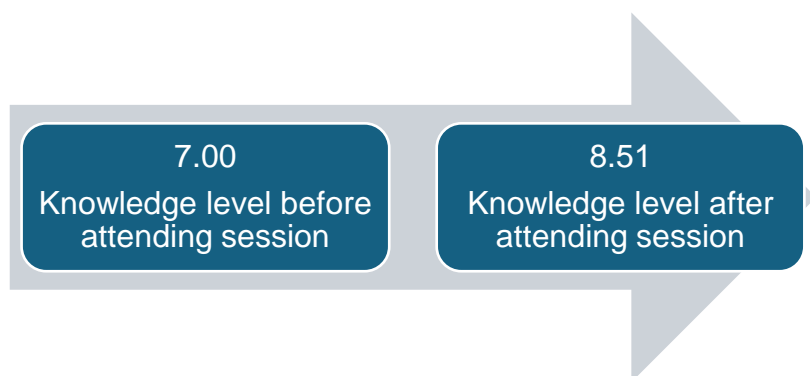
They also supported three "See Something Say Something" campaigns in 2024-2025. These campaigns are two weeks' long. The group provides assets and suggested messages to partners and stakeholders so that they can support the campaign from their social media platforms.



'What is Adult Safeguarding?' online information sessions have been regularly delivered to support those who work in Leicester, Leicestershire & Rutland, including to community members and groups. In 2024-2025, six sessions were delivered and over 80 people attended.



Attendees of the sessions are asked to provide feedback. In response to the question, “Did you find the way the information was presented accessible and easy to understand?”, with 1 being not accessible and 10 very accessible, the average score was 9.43. Attendees are also asked to rate their knowledge of adult safeguarding before and after the events, with 1 indicating low level knowledge and 10 the highest level. The average results demonstrate an increase in confidence following the sessions.



*“I attend a church where vulnerable people are present. Often the things they say are concerning so it’s good to know a bit more about what to do.”*

*“This will help me spot neglect or abuse whilst volunteering with our organisation.”*

*“Be more familiar on signs of abuse and raise concerns when notice.”*

*“Good refresher course”*

Responses from attendees of the “What is Safeguarding Adults?” information session about how attending the session will help them going forward

During 2024-2025, the Engagement & Communications Subgroup launched new Leicester, Leicestershire & Rutland safeguarding adults’ resources for members of the public, co-produced with the Leicester City Making It Real group. The Making it Real Group is made up of people who draw on social care or who care for someone who does, as well as people who work in social care. By working with people with lived experience, the Safeguarding Adults Boards have produced user-friendly and accessible resources. They are available on the [How to report abuse concerns](#) section of our webpage alongside safeguarding information in a variety of languages.





**Safeguarding adults is about working with people with care and support needs who experience abuse or neglect**

**Tell a trusted person as soon as possible.**

This could be:

- trusted friends or family members
- other trusted professionals
- social care worker
- your doctor
- other health professionals
- care workers
- nurse
- police

Any concerns about yourself or an adult who is unable to protect themselves from being abused or neglected, contact Adult Social Care in the area you live/they live:

<b>Leicester</b>	<b>0116 454 1004</b>
<b>Leicestershire</b>	<b>0116 305 0004</b>
<b>Rutland</b>	<b>01572 758 341</b>
<b>Domestic Abuse and Sexual Violence Helpline</b>	<b>0808 80 200 28</b>

If a crime has been committed you can report it via website [www.leics.police.uk](http://www.leics.police.uk) or call Leicestershire Police on **101**. If it is an emergency phone **999**.

Since the launch of the new resources, another Safeguarding Adults Board has contacted us requesting our permission to base their leaflets on ours.

*"I have absolutely loved working with you, and on such an important document. I am really proud of what we have achieved together and hope it encourages people to report."*

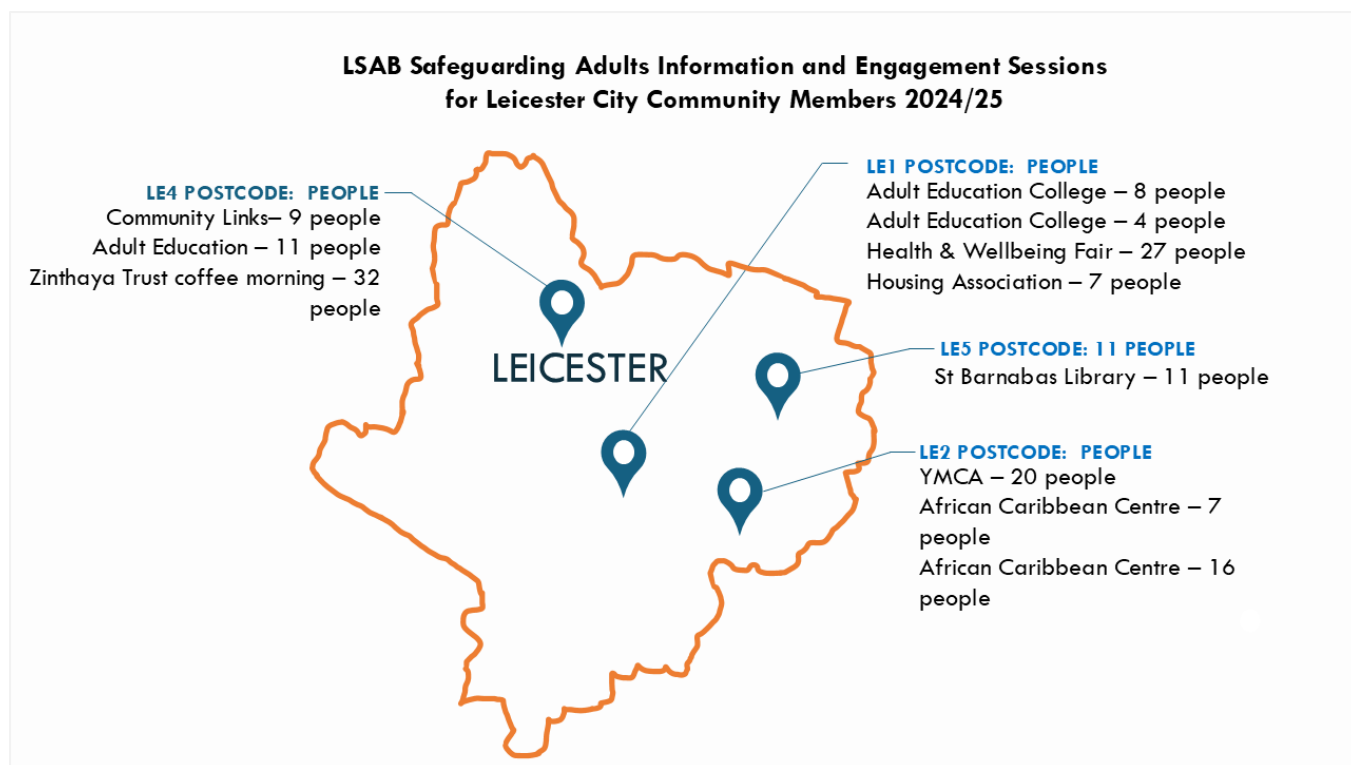
*"It is brilliant piece of work, it's to the point, and tells you what you need to know and what to do."*

Views of Making it Real group on developing and sharing the LLR Safeguarding Adult Resources

*"Thanks for the quality of the materials that you have provided us with to promote awareness of safeguarding both within our organisation and to external agencies. The materials have helped us to deliver a clear and consistent information regarding Safeguarding."*

Feedback received on the new LLR Safeguarding Adult resources

Throughout 2023/24 the Leicester Engagement Officer has also facilitated information and engagement sessions across Leicester. In total, 152 people attended these sessions, held in person at locations across the city:



*“This session was very informative and allowed time for discussions”*

*“A great session, didn’t drag, interactive. Great that there were safeguarding contact details”*

*“Very informative and looking out for telltale signs without jumping to conclusions. Also who to contact in emergency”*

*“Very useful information, learned a lot”*

Responses from attendees of the Leicester City Safeguarding Adults Information and Engagement Sessions 2024-2025

Whilst there remains an over-representation of people from White communities in comparison to the total adult population of Leicester in relation to adult safeguarding concerns and enquiries, since 2021-22 there has been a reduction of 5% in concerns and a reduction of 7.1% in enquiries.

In the same period, whilst there remains an under-representation of people from Asian/Asian British communities in comparison to the total adult population of Leicester in relation to adult safeguarding concerns and enquiries, there has been an increase of 2.6% in concerns and an increase of 2.4% in enquiries.

Together this data shows a demonstrable impact of the SAB's engagement and communication work.

<b>Leicester Safeguarding Adults Concerns by Ethnicity</b>	<b>2021-22</b>	<b>2022-23</b>	<b>2023-24</b>	<b>2024-2025</b>
White	67.2%	64.9%	62.7%	62.2%
Mixed/Multiple	1.9%	1.8%	2%	1.9%
Asian/Asian British	18.2%	18.1%	19.7%	20.8%
Black/Black British	4.7%	5.6%	5.5%	4.8%
Any other ethnic group	0.9%	1.6%	1.5%	1.7%
Refused	0%	0%	0.1%	0.1%
Not known	7.1%	8%	8.6%	8.5%
Total Individuals: Concerns	1,071	1,094	1,631	1,596

<b>Leicester Safeguarding Adults Enquiries by Ethnicity</b>	<b>2021-22</b>	<b>2022-23</b>	<b>2023-24</b>	<b>2024-2025</b>
White	70.9%	70.9%	66.6%	63.8%
Mixed/Multiple	1.6%	1.3%	1.9%	2.9%
Asian/Asian British	16.3%	16.4%	18.2%	18.7%
Black/Black British	3.6%	4.7%	5.7%	4.6%
Any other ethnic group	0.8%	0.6%	1.4%	1.9%
Refused	0.0%	0.0%	0.2%	0.0%
Not known	7.0%	6.0%	5.9%	8.2%
Total Individuals: Enquiries	471	464	422	588

## Developmental Priority 3: Understanding how well we work together

### Quality assurance and service improvement

The Leicester and Leicestershire & Rutland Safeguarding Adults Boards use their [Quality Assurance Framework](#) to support assessment of whether local safeguarding arrangements for adults are effective and deliver the outcomes that people want.



### Performance data

The Leicester, Leicestershire & Rutland Safeguarding Adults Boards' Performance Subgroup collects, manages and discusses performance data and intelligence relating to safeguarding adults across the partnership.

A high-level dashboard helps the Safeguarding Adults Boards understand any fluctuation on the patch, and ensures action is taken to reduce risks or understand and consider the practice that lies under the data to ensure partners meet their legal duties and to seek assurance about partnership working and impact. The core dashboard stays consistent, with metrics that underpin the business plan priorities, added and reviewed as priorities change.

Data is collated and discussed on a quarterly basis to identify performance challenges and potential areas of good practice so that, where necessary, action can be taken to learn from or to improve safeguarding experience and to identify data approaches.

Examples of issues explored in 2024/25 include:

- A recognition that the conversion rates from 'alert' to 'enquiry' varied between councils, leading to work to increase the consistency of recording. This has mean that we can more accurately benchmark activity within LLR.
- Identification of data about mental capacity, that helps us to understand whether people who lack capacity have support during their safeguarding episode. Whilst performance is strong, a deep dive was commissioned to

understand any practice issues for the small number of people where this support was not recorded.

- A recognition that councils are not always meeting the timeliness metrics set for making threshold decisions within 5 days. This led to work to understand why this was, with further work planned during 2025/26 on the timeliness of the 'steps' along the safeguarding pathway.

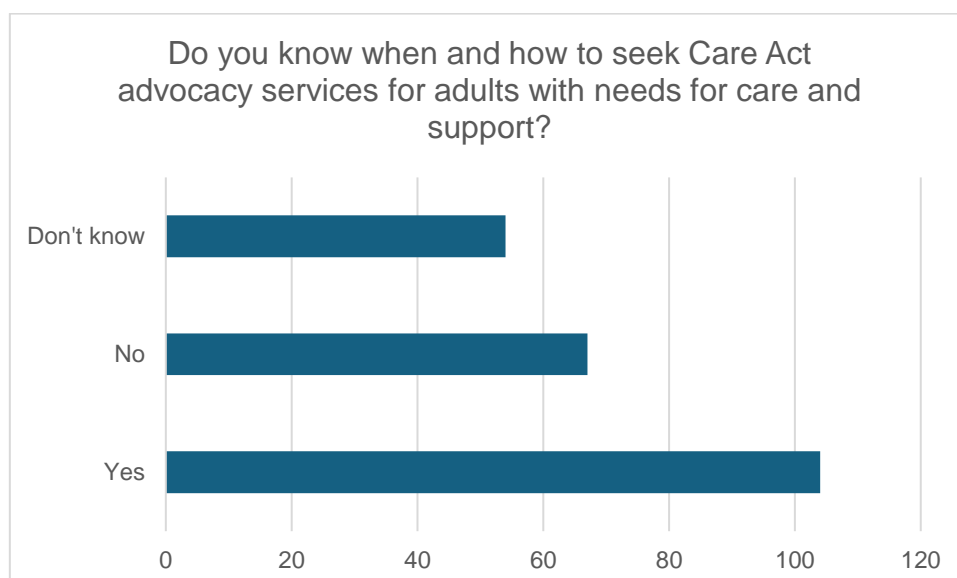
## Self-Assessment

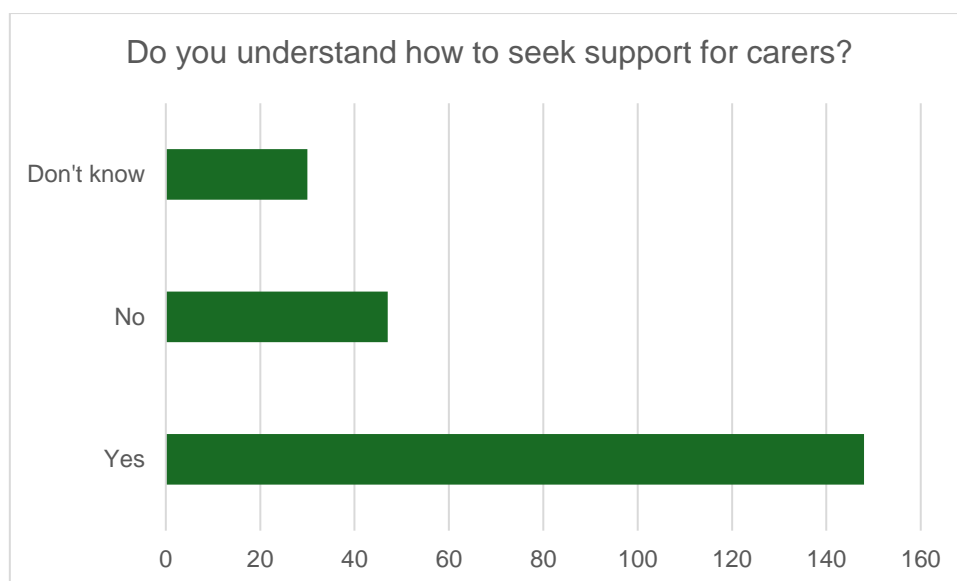
In previous years, the safeguarding partners and specific relevant agencies have carried out a Safeguarding Adults Assurance Framework (SAAF) self-assessment audit of their safeguarding effectiveness. For 2024-2025, to enhance the process of obtaining safeguarding assurance from agencies, it was agreed to undertake SAAF self-assessments using a different methodology.

A survey of frontline staff and managers was carried out to enable the Safeguarding Adults Boards to obtain assurance of the impact of recommendations and actions resulting from safeguarding reviews and multi-agency audits.

- There was a total of 226 responses to the SAAF online practitioner survey.
- There was a good mix of responses across Leicester, Leicestershire and Rutland agencies and departments.
- The survey was used as an awareness raising tool by including links to the relevant resources within the questions.
- Questions were asked about awareness and understanding of key safeguarding adults' themes.

The responses to questions about advocacy and carers are provided below. These have been key themes in both local Safeguarding Adults Reviews and multi-agency audits.





The results have been analysed and presented to the Safeguarding Adults Boards. They have been disseminated to subgroups for them to consider further work required on key themes.

## **Audits**

The Leicester and Leicestershire & Rutland Safeguarding Adults Boards carried out two multi-agency audit processes during 2024-2025.

The audit process brings together safeguarding leads from different agencies to give a multi-agency view on practice in safeguarding to identify areas of good practice and areas for learning and improvement. The audits focus on themes or parts of the safeguarding process. Practitioners are invited to give a frontline perspective on cases.

Learning from audits leads to recommendations and actions that are progressed and monitored. The learning is disseminated and informs changes required at both a system and practice level.

### **Self-Neglect Audit**

The first audit, completed in Quarter 1/2, focused on self-neglect. The theme was selected as it linked to the business plan priority.

In Leicester, Leicestershire and Rutland, during the audit's scoping period, if an adult was identified as self-neglecting, had been assessed as lacking capacity in terms of the risks within the situation, and the risks were high, a Section 42/Safeguarding should have been progressed. Where the adult had capacity to understand the risks, and the risk was high, the multi-agency process should have been followed.

A Vulnerable Adults Risk Management (VARM) audit was completed by the LLR SAB Multi-Agency Audit Subgroup in 2018 and the purpose of this audit was to analyse the quality of self-neglect practice since that time. A mixture of Section 42/Safeguarding Self-Neglect enquiries and multi-agency VARMs were audited.

The audit was completed with a view to making recommendations to the group working on the planned new Self-Neglect Guidance, which would replace the VARM process locally.

The findings were:

- Overall, it was highlighted that relational practice leads to good outcomes and this should be celebrated.
- All cases were correctly identified as self-neglect cases and, in general, the appropriate process was used.
- The VARM cases highlighted some issues around the thresholds for this process.
- In most of the cases, consent was considered appropriately.
- The person was involved in all cases and, overall, the voice of the adult was captured in records.
- Several different issues were identified regarding advocacy.
- There were also some concerns about family/carer engagement, with issues identified regarding relational practice, working in the round, and employing a Whole Family approach.

### **Actions and Outcomes**

The LLR SAB Multi-Agency Audit Subgroup shared the learning from this audit with the group working on the new LLR SAB Responding to Self-Neglect Guidance and templates. There is more in the new guidance about risk levels and different types of services. It was published in December 2024.

As of 2024-2025, the LLR SAB Performance Subgroup is collecting data around advocacy.

The LLR SAB Learning & Development Subgroup has approached POhWER (advocacy service) about including a video from them on the LLR SAB YouTube Channel.

The LLR SABs are tracking and seeking assurance from all the current work being carried out around carers.

### Safeguarding Safety Plans Audit

The second audit, completed in Quarter 3/4, focused on Safety / Protection / Safeguarding Plans. The theme for this audit was selected based on learning from previous multi-agency audits.

The audit considered concluded safeguarding enquiries where a safety plan was in place at closure.

The findings were:



- In most of the cases, the initial/immediate safety plan was deemed to be appropriate and proportionate, with a view to reducing risks for the person involved.
- In most cases, the ongoing protection plan/safety plan was of a good standard, with clear and appropriate actions that could lead to change in the longer term.
- There was a range of single-agency and multi-agency plans put in place. In some cases, a single-agency plan was appropriate but, with others, it was suggested that other agencies should have been involved. Most commonly, the Police and GP Practice were omitted but should have been considered.
- In most cases, there had been no repeat safeguarding referrals and no evidence of additional safeguarding concerns in relation to issues that the safety plan sought to address.

### Action and Outcome

A Safeguarding Bitesize Learning resource has been designed and disseminated with tips and guidance about involving GP Practices in safeguarding meetings.

The Principal Social Workers will meet to go through their safety plan templates.

A Safeguarding Safety Plan audit has been added to the timetable for a review audit.

## Other assurance work

### Safe Care at Home Review

The [Safe Care at Home Review](#) was published in June 2023. This was a joint review led by the Home Office and Department of Health and Social Care (DHSC) into the protections and support for adults abused, or at risk of abuse, in their own home by people providing their care.

In light of some of the issues raised in this national review, the Leicester and Leicestershire & Rutland Safeguarding Adults Boards agreed to partnership agencies assessing themselves against the eight key findings. It was felt that this would provide a local overview, identifying good practice and any challenges to address considering the review. It was acknowledged that agencies may already be addressing the issues; however, the Safeguarding Adults Boards needed to understand the gaps and decide if there were actions for them or specific organisations.

In 2023-24, the agencies assessed themselves against each area and provided a Red, Amber, Green (RAG) rating. In 2024-2025, they updated their assessments and, overall, there was an improvement from last year, with no red rated areas and an increase in green rated areas, particularly around types of harm and relevant legislation being understood by frontline professionals; frontline professionals having the necessary tools to fully protect and support people with care and support needs who are, or are at risk of being, abused in their own home by the person providing



their care; and data being available and utilised on the prevalence of abuse in care relationships.

It has been acknowledged that there remain some gaps in assurance and, even though improvements have been made, more work still needs to be done. Therefore, the assessments will be reviewed again in 2025-26.

#### Local response to Rough Sleeping

Following the 2022 '[Ending Rough Sleeping for Good](#)' strategy, a Joint Ministerial Letter was sent from the Department for Levelling Up, Housing & Communities and the Department of Health & Social Care in May 2024 to all Safeguarding Adults Boards with recommendations for how Safeguarding Adults Boards can support individuals rough sleeping.

It has been established that there were 10 deaths of homeless people in Leicester during 2024. We will continue to monitor this. The LLR Homeless Mortality Project is now up and running and will be able to provide an annual review to the Safeguarding Adults Boards. The Boards received reports on the intensive support provided to Leicester's Target Priority Group, including from the Local Authority's Transitions Team, as well as a report on the Leicestershire & Rutland Rough Sleeping Initiative (RSI), including the work of the Outreach Team, Supported Letting Workers and Off the Streets Accommodation.

## Developmental Priority 4: Prevention – helping people to stay safe, connected and resilient to reduce the likelihood of harm, abuse or neglect

### Business Plan Priorities

The Leicester Safeguarding Adults Board worked with the Leicestershire & Rutland Safeguarding Adults Board to identify shared priorities for the [Joint Business Plan 2023-25](#). The annual Business Plan was replaced with a two-year-plan to allow time to embed the outcomes of the key deliverables and, subsequently, analyse the impact of these outcomes. The business priorities were identified as a result of local and national learning.

The work on these business priorities was embedded within the assurance, training, procedure and review work of the partnership outlined further in the previous sections of this report.

Updates on this joint business plan are provided throughout the business year to the Boards. Progress on the following priorities was monitored throughout the year and assurance secured that actions were making a positive difference to the lived experience of local adults with care and support needs.

**Self-Neglect:** Seek assurance that local safeguarding partners are working together to effectively safeguard adults who self-neglect.

#### What we did in 2024-2025:

- Completed a multi-agency Self-Neglect audit. The learning was fed into the group who were producing the new Self-Neglect Guidance. For further details about the findings of the audit, please see the section on Developmental Priority 3.
- Replaced the Vulnerable Adults Risk Management (VARM) process with the [Responding to Self-Neglect \(including Hoarding\) Guidance](#). This was launched during National Safeguarding Adults Week 2024 (18<sup>th</sup>-22<sup>nd</sup> November), with three online briefings for practitioners, with the change being implemented from 1<sup>st</sup> December 2024.
- Published other new resources around this guidance: a [PowerPoint](#), an [introductory briefing video](#), a [7-Minute Briefing on Self-Neglect](#), a [7-Minute Briefing on Hoarding](#) and a [Self-Neglect animation](#).
- Promoted the change in guidance via numerous forums, including the LLR Safeguarding Children Partnerships and Safeguarding Adults Boards Voluntary & Community Sector (VCS) Safeguarding Forum and the LLR SAB Trainers Network.

#### Outcomes and Impact:

- The local Safeguarding Adults Boards decided to move away from the VARM process, putting high risk cases into the social care safeguarding

process. This change was informed by local learning from Safeguarding Adults Reviews and multi-agency audits.

- The title of the new guidance includes “Self-Neglect” to clearly show it is a response to that category of abuse in the Care Act 2014. It makes the distinction between high risk/significant harm/injury or death.
- Around 650 people attended across the three training briefings on the new Self-Neglect guidance.
- The Self-Neglect animation has been viewed over 600 times on the LLR SABs YouTube Channel.

*“Thank you. Self-neglect and hoarding is a recurring issue and the self-neglect and hoarding toolkit will be useful.”* – feedback from member of the VCS Safeguarding Forum on the Self-Neglect Guidance.

### **Moving Forwards:**

It is evident that this business priority has achieved a good level of assurance and so it will not be carried over to the 2025-27 Business Plan.

It is acknowledged, though, that self-neglect is a prevalent type of abuse recorded in Safeguarding Adults Reviews nationally. The Second National Analysis of SARs notes that “Comparison between the first and second national analyses shows a marked rise in [...] self-neglect (from featuring in 45 per cent of SARs to now featuring in 60 per cent)”. Additionally, the local work completed represents a significant procedural change. It will take some time for the new process and guidance to become embedded.

In 2025-26, an audit on the new Self-Neglect guidance will be completed once it has been in place for a year. The audit will test if the new guidance is embedded and what difference it is making.

**Mental Capacity Act:** Seek assurance that local safeguarding partners are using the Mental Capacity Act to effectively safeguard adults where appropriate.

### **What we did in 2024-2025:**

- Delivered MCA Training specific to the learning needs of the Safeguarding Adults Boards. Training delivered was a mixture of online and in-person sessions to multi-agency audiences.
- Published a suite of documents for practitioners entitled “Mental Capacity Act and safeguarding adults: what good looks like”.
- Re-launched a free MCA Forum for providers, with events to be held in Leicester, Leicestershire and Rutland.

- Established a Community of Practice, made up of named individuals from the Learning and Development Subgroup.
- Published a Special Issue of Safeguarding Matters on MCA in November 2024. It included learning from reviews and multi-agency audits. MCA “Myth Busters” have been included in print issues of Safeguarding Matters since 2024.
- Received assurance regarding referrals submitted to the Deprivation of Liberty Safeguards (DoLS) Team from University Hospitals of Leicester NHS Trust (UHL). This team covers both Leicestershire and Rutland referrals.

### **Outcomes and Impact:**

- The multi-agency training commissioned and offered by the Safeguarding Adults Boards is delivered by subject experts. Links are made between theory and practice. Different types of training have been delivered for different audiences and the training packages have filled different knowledge gaps for different people.
- Multi-agency MCA training has been delivered to over 300 people in 2024-2025, covering a range of practitioners. The training has been positively received and there is evidence that it has increased the level of knowledge of those that attended. Feedback indicates an increase in discussions around MCA; improved confidence in the workforce; increased legal literacy; and a greater ability to analyse MCA in practice and improving the theory to practice gap. For further details, please see the section on Core Priority 2.

Below are examples of feedback from attendees of MCA training, in response to the question “how do you plan on using the learning from this event in your day-to-day role?”:

*“To help me to continue to develop my understanding of the MCA and how to apply it in the situations I meet in my role. I hope to be able to continue going back to the resources to help me reflect on how I apply the principles of the Act to my work.”*

*“To reflect on learning and start attending MCA assessment sessions with experts at work, and then reflect on the practice and my thoughts about what I would have done/questions asked etc. To eventually feel comfortable enough to lead an assessment with support initially, and then solely.”*

*“Sharing knowledge and reflection with the team and in practice.”*

- There is now a large and continuously growing range of learning and development resources available on the theme of mental capacity. These can be used in team meetings or by individual practitioners as part of their continuous professional development.

Below are some comments from practitioners about why they have shared learning and development resources with their services / teams / people:

*“So they can act on information and share wider with other system partners.”*

*“As they work with families, I want to make sure that they remain professionally curious around adult safeguarding issues when working with families.”*

*“There is always a need to revisit foundational understanding of safeguarding principles and to continuously raise knowledge and understanding to improve outcomes.”*

- 27 delegates attended the first MCA Forum for providers, held in Leicester. Attendees were satisfied with the event and their expectations were met. 100% said they would be able to implement what they learned into their practice.

Feedback from attendees of the MCA Forum for providers about what they liked most about the session included:

*“Interactive opportunities to learn”*

*“Clarity of the 5 principles and application of MCA in real life situations”*

*“Scenarios and simple explanations”*

*“Being provided with useful resources to take back to my workplace. The trainer was extremely knowledgeable and engaging.”*

- Practitioners, who are part of the Community of Practice, are able to take learning back to their organisation and add it to their training.
- The Deprivation of Liberty Safeguards (DoLS) report found that referrals were appropriate, and that the working relationship between UHL and the Local Authorities is good, with a focus on longer-stay patients being the priority. It has been agreed that DoLS referrals should be reviewed annually.

### **Moving Forwards:**

Mental Capacity has been an ongoing theme in multi-agency audits and Safeguarding Adults Reviews, both nationally and locally. The Second National Analysis of SARs noted that 58% of SARs noted “absence of attention to mental capacity”.<sup>8</sup>

A lot of work has been completed around this theme. While the business priority will not be carried forward to 2025-27, the work on this theme will continue

<sup>8</sup> “Second National Analysis of Safeguarding Adult Reviews: Final Report: Stage 2 Analysis”, Local Government Association and Association of Directors of Adult Social Services (Partners in Care and Health) (June 2024), page 30, available via <https://www.local.gov.uk/publications/second-national-analysis-safeguarding-adult-reviews-april-2019-march-2023>

because it is acknowledged that MCA learning and development is a process and not about a one-off learning event.

Additional bespoke training courses have been commissioned for 2025-26 to address themes identified in local Safeguarding Adults Reviews. An audit on the Mental Capacity Act, following up from one completed in 2023-24, will be completed in 2025-26. The aim is to understand what change there has been since the last audit and subsequent work across the partnerships.

**Domestic Abuse:** Understand local response to domestic abuse in older people and safeguarding adults.

**What we did in 2024-2025:**

- Received a research report relating to the subsequent publication “Domestic abuse against older adults – What can s42 case files tell us?”<sup>9</sup> carried out by Durham University and supported by the Leicester, Leicestershire & Rutland Safeguarding Adults Boards.
- Fed the recommendations from the research project into the Leicester, Leicestershire & Rutland Domestic Abuse and Sexual Violence Group. This is a group that is chaired by a member of the Safeguarding Adults Boards but that does not sit under the SABs’ governance structure.
- Formed a Task & Finish Group to address the learning from the research project and compiled an action plan to consider the position of partnership agencies regarding the 13 recommendations made by the research project. This is RAG (red, amber, green) rated and is reviewed quarterly by the Safeguarding Adults Boards.

**Outcomes and Impact:**

- The Safeguarding Adults Boards have a clearer understanding of the local position regarding the recommendations formulated by the Research Project regarding:
  - Training and understanding of professionals across all sectors
  - Ensuring our policies and practice are up to date
  - Polyvictimisation / types of abuse
  - Age stereotyping
  - Mental Capacity
  - Strategy discussions
  - Confidence to ask questions of elders, especially regarding sexual abuse
  - Data – storage and sharing

<sup>9</sup> Hannah Bows, Paige Bromley, Bridget Penhale, “Domestic abuse against older adults – What can s42 case files tell us?”, *The British Journal of Social Work*, 2025, bcaf074, <https://doi.org/10.1093/bjsw/bcaf074>

The RAG rated action plan shows a positive picture.

- The short video, produced by Norfolk Safeguarding Adults Board, for Leicester, Leicestershire & Rutland about Domestic Abuse in Older People, entitled “[Hidden Harms](#)” and published last year has been well received and widely viewed, with nearly 800 views on the LLR SABs YouTube Channel since its launch.

### **Moving Forwards:**

Training across the partnership will continue within single agencies. Additionally, there will be a presentation on the learning from the Research Project and the local response and picture at Safeguarding Matters Live in July 2025. The whole event will be focused on Domestic Abuse and Safeguarding.

## **Priorities moving forwards**

The Leicester Safeguarding Adults Board has developed a new joint Strategic Plan for 2025-2031 with the Leicestershire & Rutland Safeguarding Adults Board. The Strategy provides the framework for forward priorities of the two Boards and contains the current business plan.

The three priorities in the Business Plan for 2025-27 are:

- Equality, diversity and inclusion
- Timeliness and proportionality
- Impact of learning

For each of these areas, we have set out actions, leads, due dates and outcomes / impact measures. This will enable us to monitor progress and secure assurance that our actions are making a positive difference to the lived experience of adults with care and support needs.

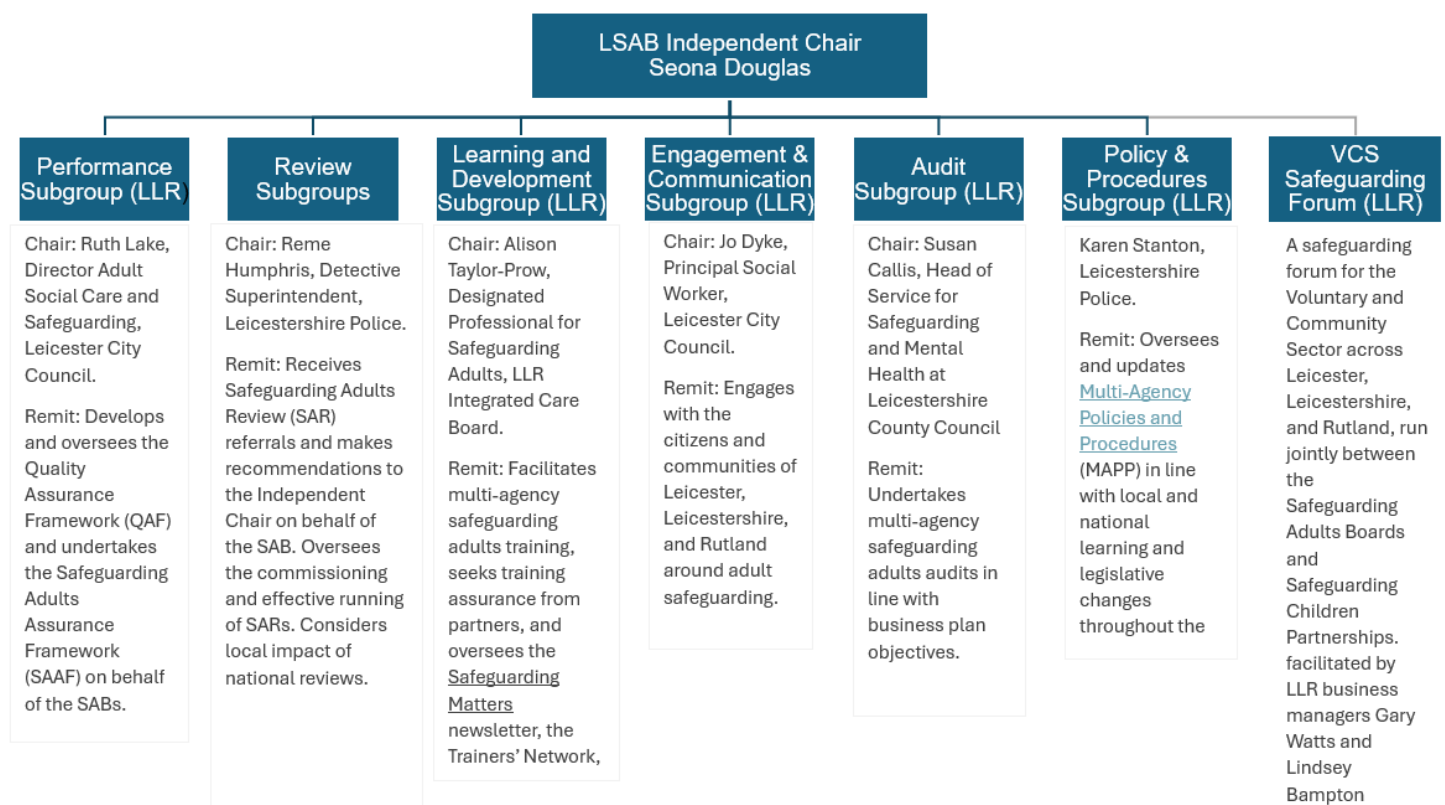
The Safeguarding Adults Board will also work to continue to meet its statutory responsibilities and continue to develop its approach to learning and improving safeguarding of adults.



## Appendix 1 – Leicestershire & Rutland Safeguarding Adults Board and its subgroups

The table below provides details of agencies that are represented on the Leicestershire & Rutland Safeguarding Adults Board and their attendance at Board meetings in 2024-2025. It may be that the Lead Officer delegated attendance to another officer.

The structure chart below demonstrates the governance of the Board and its subgroups.





## Appendix 2 – Finance

The work of the Safeguarding Adults Board is supported by the Leicester Safeguarding Board Office that also supports the Safeguarding Children Partnership. The Safeguarding Adults Board is funded by contributions from its partners.

A single funding arrangement for the Safeguarding Adults Boards and Safeguarding Children Partnerships for 2020 onwards has been agreed between the statutory partners for the Safeguarding Adults Boards and the Safeguarding Children Partnerships for Leicester, Leicestershire & Rutland.

**The contributions from partners for the Leicester Safeguarding Adults Board for 2024-2025 can be seen below:**

	<b>2023-2024</b>	<b>2024-2025</b>
Leicester City Council	£66,200	£66,200
Leicestershire Police	£51,850	£51,850
Leicester, Leicestershire & Rutland Integrated Care Board (LLR ICB)	£51,850	£51,850
MCA Training Grant	£5,000	£5,522
Use of Reserves	£1,138	£0
<b>Total income</b>	<b>£176,038</b>	<b>£175,422</b>

**Overall expenditure for the Safeguarding Adults Board for 2024-2025 was £173,159.**

**Expenditure for the Safeguarding Adults Board was as follows:**

	<b>2024-2025</b>	<b>2024-2025</b>
Staffing	£142,460	£153,150
Independent Chairing	£9,997	£10,080
Engagement & Communications	£0	£900
Learning & Development	£5,000	£5,522
Policy & Procedures	£3,400	£3,400
Case Reviews	£14,750	£0
Miscellaneous	£431	£107
<b>Total Expenditure</b>	<b>£176,038</b>	<b>£173,159</b>

Staffing costs increased because of the agreed Local Government pay award (as the staff are hosted by this Local Authority). Expenditure on Safeguarding Adults Reviews decreased due to the number of reviews already being in an advanced stage and alternative methodologies being used, as appropriate.

We believe that the output of the Board demonstrates value for money. The amount spent was slightly under the previous year yet we have still achieved an increased training programme linked to the Mental Capacity Act Business Priority and launched new safeguarding adults' resources.

## Appendix 3 – Learning & Development Resources

The [LLR SABs' YouTube channel](#) continues to develop a bank of safeguarding videos and other resources that can be utilised by partners for learning and development – for example, in single agency training and supervision. It is used to share local and national learning content, especially that which aligns with the Safeguarding Adults Boards' Business Plan priorities.

During 2024-2025, three print issues of the [Safeguarding Matters newsletter](#) were published, with a focus on disseminating learning from reviews and audits and promoting procedural updates. The November 2024 issue was a special issue on the Mental Capacity Act.

Following the successful launch of [Safeguarding Matters Live](#) in 2022-23, two events were held in July 2024 and December 2024. These are live online briefings for all staff across the children's and adults' multi-agency partnerships. They share learning from reviews and audits, procedure and guidance updates, and resources to support practice. The slides from the events are made available via our website and sessions are available to watch on the YouTube Channel. Topics covered in 2024-2025 included Hoarding and the Mental Capacity Act (MCA) and the Second National Safeguarding Adults Review (SAR) Analysis, with the winter event focusing on Safeguarding and the Internet.

The Safeguarding Matters Digest is a regular email, which is used to disseminate local and national safeguarding information in a concise and regular format. In June 2024, special digests were disseminated on Carer's Week and Learning Disability Week.

The Safeguarding Matters newsletters and Live PowerPoints and videos are available via our website and YouTube channel. Individuals can request to be added to the distribution list so that they are informed of publication and event dates by emailing [lrsbpo@leics.gov.uk](mailto:lrsbpo@leics.gov.uk). The Safeguarding Matters Digest is disseminated via email to those that have signed up to receive it. To be added to the distribution list, individuals can email [lscpb@leicester.gov.uk](mailto:lscpb@leicester.gov.uk).



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# **Self-neglect and social work practice: An overview**

Adult Social Care Scrutiny Commission

Date of meeting: 15 January 2026

Lead director/officer: Ruth Lake

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## Useful information

- Ward(s) affected: All
- Report author: Ruth Lake
- Author contact details: ruth/lake@leicester.gov.uk
- Report version number: 1

### 1. Summary

- 1.1 This report provides the ASC Scrutiny Commission with an overview of the issues relating to self-neglect, from the perspective of adult social care.
- 1.2 This is a highly complex area of practice, with new learning and approaches emerging from national and local reviews.
- 1.3 This is the first report about self-neglect to the ASC scrutiny commission: this report sets out what self-neglect is, and the law, guidance and practice frameworks in place to support our work with people who self-neglect. It also draws out some of the challenging and tragic circumstances for individuals, that have been reviewed in recent years and the learning from those reviews, together with the local plans in place to develop confident practice and support the best possible outcomes.

### 2. Recommendation(s) to scrutiny:

ASC Scrutiny Commission are invited to:

- Note and make any comments.

### 3. Main report

#### 3.1 Self-neglect: what we understand

##### 3.1.1 Self-neglect can be described as:

- Lack of self-care to an extent that it threatens personal health and safety
- Neglecting to care for one's personal hygiene, health or surroundings
- Inability to avoid harm as a result of self-neglect
- Failure to seek help or access services to meet health and social care needs
- Inability or unwillingness to manage one's personal affairs

Social Care Institute for Excellence

- 3.1.2 The reasons why people might self-neglect are complex. Self-neglecting circumstances generally arise over a period of time, and there is not always an identifiable root cause. Factors and causes may include mental or physical health conditions, addictions, traumatic life events or compulsive disorders including hoarding. Many people who self-neglect are judged to have 'mental capacity' – the ability to understand, retain and weigh up information in order to reach a decision, however unwise it might seem.

- 3.1.3 Self-neglect is most often visible to others, but not acknowledged by the individual themselves, who may not accept that there are any concerns or problems. This can result in tensions between the individual and family members or friends, leading to reduced social support networks. It is common for other people to want professionals in care and health to 'do something'. However, there are limitations on what professionals can do if a person is judged to have capacity. The complexities of assessing the capacity of people who self-neglect is covered in more detail at 3.2.4 – 3.2.7.
- 3.1.4 Whilst self-neglect and hoarding are not always jointly presenting issues, it is common for this to be the case, with similar underlying issues and causes. Local guidance covers both self-neglect and hoarding for this reason.
- 3.1.5 In statistical terms, self-neglect is the presenting harm in a modest proportion of safeguarding enquiries, typically between 4% and 6% of all enquiries per quarter (c.150 – 180 total enquiries per quarter). Referring to information at 3.3.2, the Leicester data broadly reflects the national position, and other categories of harm are more prevalent locally, namely omission / neglect by other, physical and financial abuse, in that order.

## **3.2 Law, guidance and practice frameworks**

- 3.2.1 Self-neglect was included as a category of harm and abuse in the Care Act 2014 statutory guidance on safeguarding, which raised the profile of self-neglect within social work practice. However, that does not mean that everyone who self-neglects falls within this provision. Safeguarding duties will apply where the adult has care and support needs (many people who self-neglect do not), and they are at risk of self-neglect and they are unable to protect themselves because of their care and support needs.
- 3.2.2 Other relevant legislation includes the Mental Health Act, Mental Capacity Act, Public Health Act and the Human Rights Act. None of these provide a comprehensive legal framework for working with people who self-neglect: rather they give some duties, powers or guidance in specific areas, such as assessing capacity or detaining people who have a mental disorder and appear unable to care for themselves.
- 3.2.3 The local Multi-agency Policies and Procedures (MAPP) for safeguarding across Leicester, Leicestershire and Rutland includes guidance on self-neglect. Until 2024, serious self-neglect was managed differently, depending on whether an individual was judged to have capacity. Those people without capacity were supported under the principles of a s42 safeguarding enquiry, as they were judged to be unable to protect themselves from the harm caused by their self-neglect. People with capacity were considered able to protect themselves, and a separate process known as the Vulnerable Adults Risk Management framework (VARM) was in place. This had many parallels with the safeguarding process, in bringing professionals together, with the individual at the centre of the concern where possible, to identify risks and put in place plans or strategies to mitigate harm. As learning from local and national reviews emerged, this position was changed to strengthen the multi-agency working and improve outcomes. Since late 2024, all instances of serious self-neglect, that might lead to significant harm or death, are managed within the Care Act s42

safeguarding enquiry process, regardless of whether the individual is believed to have the mental capacity to make decisions about their neglectful circumstances. The local guidance on self-neglect and hoarding that forms part of the MAPP was updated and staff across the statutory safeguarding partnership were briefed on these changes. The guidance is available here should further detail be helpful. [LLR-Self-Neglect-and-Hoarding-Guidance.pdf](#)

- 3.2.4 Mental capacity remains a central issue, as the interventions available to staff will depend on whether a person is deemed to have capacity. The legal options for progressing a course of action that person does not agree with, are different if that person is unable to understand, retain or use the salient information relating to their self-neglecting actions / inactions.
- 3.2.5 A further consideration is whether the individual has impaired executive functioning. Executive function is a term used to describe a set of cognitive skills that are controlled by the frontal lobes of the brain, and which help us function in day-to-day life. This includes normally automatic abilities such as decision making, emotional control, flexibility in thinking, being able to multi-task, motivation, inhibition, self-control, planning and organisation. When executive function is impaired, it can impact on these areas. Often people with impaired executive functioning may say one thing but then find it difficult to put it into practice.
- 3.2.6 Impaired executive functioning does not automatically mean that a person lacks capacity. However, it may be a factor in concluding that a person cannot use or retain information, as their actions would indicate that despite appearing to understand the risks and explain how they will mitigate the harm that might arise, they have been unable to follow through on those plans. In such circumstances, practitioners may need to make applications to the Court of Protection to determine capacity or seek inherent jurisdiction.
- 3.2.7 As noted earlier, this is a highly complex practice issue. Unsurprisingly, Safeguarding Adult Reviews (SAR) nationally have drawn out learning where practice has been examined closely. It is challenging territory for social workers, as their decisions may be scrutinised with the benefit of hindsight.

### 3.3 Learning from Reviews

- 3.3.1 Safeguarding Adult Reviews (SARs) are an important multi-agency process for learning from situations that have resulted in serious harm or death. They are set out in s44 of the Care Act. A Safeguarding Adult Board (SAB) *must* arrange a SAR where there is reasonable cause for concerns about how people have worked together to safeguarding the individual and where the individual has died or experienced significant abuse or harm. A SAB *may* arrange a SAR in any other circumstance but is not required to do so.
- 3.3.2 There is a national repository for SARs, so that learning from other Local Authorities is accessible to Safeguarding Adult Boards. Two substantial reports have been published, with analysis from SARs published April 2017 – March 2019 and April 2019 – March 2023. The second national analysis found that self-neglect was the type of abuse most commonly reviewed, featuring in 60 per cent of reviews (an increase from 45 per cent in the first national analysis). It was followed by neglect/omission (46 per cent), domestic abuse (16 per cent), physical abuse (14



per cent) and financial abuse (13 per cent). This differs from the pattern of safeguarding enquiry activity under section 42 of the Care Act 2014, in which neglect/omission usually features most frequently, followed by physical abuse, financial/material abuse and psychological abuse. This suggests that whilst self-neglect may not be the most common safeguarding issue, it carries a significant risk of resulting in death or serious harm, and that agencies do not always work together well where people are self-neglecting.

### 3.3.3 The second National SAR analysis reflects the most common practice challenges:

“The most commonly noted practice shortcomings were poor risk assessment/risk management (in 82 per cent of cases), shortcomings in mental capacity assessments (58 per cent), and lack of recognition of abuse/neglect (56 per cent). Also frequently highlighted were shortcomings in making safeguarding personal (50 per cent), absence of professional curiosity (44 per cent) and attention to care and support, physical and mental health needs, each noted in around 40 per cent of cases. An absence of professional curiosity meant that circumstances were sometimes taken at face value rather than explored in detail. Other highlighted shortcomings included absence of legal literacy, superficial acceptance of individuals’ apparent reluctance to engage, poor recognition of the impact of trauma and attention to people’s living conditions.”

Second national analysis of Safeguarding Adult Reviews | Local Government Association

### 3.3.4 Local SARs have been completed in both mandatory and discretionary situations. ‘Mary and Graham’ was a review completed in 2019. This was a discretionary SAR as there was no indication that either Mary or Graham died because of harm or abuse (including self-neglect). However, the circumstances of their lives included self-neglect and a reluctance to engage with professionals, and there were concerns that agencies could have worked together better to share information and find ways to engage Mary and Graham. There were also questions about the possibility of coercive behaviours and domestic abuse, although not evidenced.

[Mary and Graham executive summary](#)

### 3.3.5 ‘Rosey’ was published in 2022 as a mandatory SAR. Rosey died of cancer after an extended period in her life where self-neglect was evident to people working with Rosey. The issue of capacity was central, as professionals felt Rosey understood the risks presented by her decisions and that she was able to take action to protect herself from those risks. As a result, there were missed opportunities to use safeguarding procedures to work together to protect Rosey. Detailed assessments of Rosey’s capacity were not completed. The Mental Capacity Act starts with a ‘presumption’ of capacity in the absence of information to suggest capacity is lacking, which professionals relied on. The review stated: *“Rosey’s mental capacity was assumed rather than fully assessed and Rosey’s self-neglect appears to have been accepted as a capacitous decision and as a lifestyle choice. Rosey’s mental capacity should have been assessed in the context of her self-neglect (as highlighted in the Mental Capacity Act code of practice). More attention should have been given to whether or not Rosey was able to understand, retain and use and weigh the information relevant in, for example, making decisions to refuse an assessment of needs after July 2016 or to not attend to her personal care. Attention could also have been given to Rosey’s executive capacity and functioning, particularly about her personal care.”*

3.3.6 The recommendations from these reviews included awareness raising regarding the legislation available to professionals working with people who self-neglect, improving understanding of the practical application of mental capacity assessments where people are self-neglecting, and analysing the extent to which our policies and procedures foster effective ways of working with people who self-neglect. Actions were completed in relation to the recommendations made from these two reviews, monitored by the Safeguarding Adult Review Subgroup of the SAB.

### **3.4 Strengthening Self-Neglect Practice**

3.4.1 In light of review findings, as well as information from audits, practice forums, safeguarding self-assessments and s42 enquiries, self-neglect was a strategic priority for the Leicester SAB between 2023 and 2025. Mental capacity was another strategic priority, due to the interdependencies raised in reviews. The business plan for the SAB details the actions taken by the statutory partnership, which include monitoring performance, raising awareness, training and procedural change.  
[Business Plan SABs 2023-2025 Final](#)

3.4.2 The role of adult social workers and other social care staff is pivotal in assessing need and risk, assessing capacity, developing protection plans and working with other agencies to safeguard people at risk from self-neglect. The Principal Social Worker, who is a member of the SAB, has worked with other agencies to make changes to procedure, guidance and practice:

- 15-minute staff briefings were held in December 2024 to launch the new LLR self-neglect and hoarding guidance
- Learning & Development resources to support staff to embed the new guidance have been shared with all ASC staff
- Mandatory Safeguarding Adult Training has been updated to include a greater emphasis on self-neglect and the application of mental capacity considerations in safeguarding work
- Delivery of a rolling programme of mandatory mental capacity training for staff
- Monthly Legal Literacy Lunch and Learn sessions, which have included mental capacity specific topics.

3.4.2 Understanding impact from the actions taken to strengthen practice is critical. Our safeguarding data shows there has been a small increase in the abuse category of self neglect in section 42 enquiries since the new guidance was launched in December 2024. We would expect to see this increase over the year, as high-risk self-neglect situations are investigated via section 42 enquiries where our safeguarding duties apply. Safeguarding audits are a further mechanism through which to understand whether learning is being seen in practice.

### **3.5 Future Plans and Risks**

3.5.1 Whilst not yet strongly evident in safeguarding data, the experience of social work teams is that self-neglect, hoarding and people being unable to engage with support is an increasingly common situation. Again, it is difficult to point to hard evidence, but the impact of Covid, the restrictions imposed and effects on people with underlying mental or emotional vulnerabilities, is felt to be a factor in the increasing presentation of self-neglecting individuals. Cost of living pressures may also be having an impact. Working with people who, for whatever reason, find it difficult to

engage with us, is a particular challenge for staff and for working well in partnership with other agencies.

3.5.2 A new role of Safeguarding Adult Practice Lead is being recruited to. This role will work to the Principal Social Worker, adding capacity to develop staff guidance, to complete practice audits of safeguarding work and to provide direct support to staff working with complex safeguarding risks.

3.5.3 A recent review of some individuals who were known to our First Contact service but were not engaging with us has been completed. This has identified a gap in our guidance (internal and multi-agency) about how best to work with people where they, or their family members, are not engaging, leading to unassessed or unmitigated risks. This gap has been shared with the SAB subgroup. It should be noted that an outcome may be to agree as a multi-agency partnership, that having explored all options, the individual circumstances are not within our power to change.

3.5.4 There has been a focus session at one of the six weekly Team Leader Safeguarding Adults Forum on self-neglect. Learning from Safeguarding Adult Reviews sessions have been delivered to staff this year, which included key learning on mental capacity application. These will now be held twice yearly.

3.5.5 In December 2025, the LLR Safeguarding Adult Board Audit subgroup held a multi-agency audit on self-neglect, with particular emphasis on how the new guidance and approach to practice has been embedded since December 2024. The key learning points from the audit will be used to revise any further practice or procedural changes.

#### **4. Financial, legal, equalities, climate emergency and other implications**

##### **4.1 Financial Implications**

There are no direct financial implications arising from this report, nor is any additional funding being requested. This report sets out the key areas of understanding from this complex topic of self-neglect. Where social care intervention is required, this will be funded from the adult social care budget but due to the range of other support needed, it may require contributions (funding and staffing resource) from other partners such as public health and the NHS.

Signed: Mohammed Irfan, Head of Finance

Dated: 14 November 2025

##### **4.2 Legal Implications**

This report highlights that self-neglect and hoarding has become an increasing issue for all authorities. On 22<sup>nd</sup> October 2025, the UK Parliament discussed this issue for the first time noting the urgent need for national guidelines to support.

The International Classification of Diseases defines hoarding as follows:

*“Hoarding disorder is characterised by accumulation of possessions due to excessive acquisition of **or difficulty discarding possessions**, regardless of their actual value. Excessive acquisition is characterized by repetitive urges or behaviours related to amassing or buying items. **Difficulty discarding possessions is characterized by a perceived need to save items and distress associated with discarding them.** Accumulation of possessions results in living spaces becoming cluttered to the point that their use or safety is compromised. The symptoms result in significant distress or significant impairment in personal, family, social, educational, occupational or other important areas of functioning’*

Alongside the various pieces of statute governing this area, as highlighted above, there is a growing body of case law around this area, focusing on both respective duties and mental capacity issues.

The legislation, case law and practice in this area highlight the significant challenges associated with co-presenting difficulties and morbidities along with complexities associated with its overlap with housing issues including possession proceedings, injunctions and/or Anti-Social Behaviour Orders. It is also highlighted, as the Serious Case Reviews set out in this report sadly evidence, that there is emotional distress and suicidal risk associated with this condition. This includes when practical support is offered such as clearance.

The report highlights that the England and Wales Court of Protection (EWCOP) is only available as an avenue where a person lacks capacity but this is not a straightforward exercise. Determining capacity in the context of entrenched self-neglect and hoarding can be challenging especially where capacity fluctuates and there is uncertainty around whether a person has capacity.

In terms of assessing capacity, there are significant difficulties presented by non-engagement and further, the Mental Capacity Assessments will need to cover a wide range of domains. For instance, alongside capacity in respect of residence/care, there may be a need to explore capacity around entering and surrendering a tenancy agreement, capacity to manage items and belongings including storage and disposal and capacity to manage finances. In respect of each of these capacity assessments, there is complex case law setting out exactly what is required of an assessor. For instance, the case of AC and GC (Capacity: Hoarding: Best Interests) [2022] EWCOP 39 sets out that capacity in respect of items and belongings would need to cover:

- Volume of belongings and impact of use of rooms
- Safe access and use
- Creation of hazards
- Safety of buildings
- Removal/disposal of hazardous levels of belongings

Where a person has capacity, intervention is limited to safeguarding duties and only then, where a person has care and support needs and they are at risk of self-neglect and unable to protect themselves because of their care and support needs. Human right considerations will be important, most particularly, a person's right to private and family life (Article 8) and the right to liberty (article 5) so practitioners will need to evidence that any response is one which is necessary and proportionate. These considerations may limit intervention without consent, even where risks are high. It can be seen therefore, that balancing the capacity issues alongside safeguarding duties and human rights considerations whilst seeking to engage and build trust with an often reluctant individual is both challenging and complex.

Where a person is deemed to lack capacity and proceedings are advised, this is not a quick fix. Proceedings can take a long time. This was highlighted in A LA v X [2-23 EWCOP 64 where the court noted

*‘Since 2017, the local authority environmental health department, working together with mental health services, have been ruing to find a solution to X’s housing’. Proceedings were issued in 2021 and ‘some two years on, despite strenuous and creative attempts by the local authority, X’s legal team and the court to bring about any change, the position remains the same’.*

Further, as when a person has capacity, the issue of balancing a person’s autonomy with safeguarding presents a difficult task for involved practitioners and the court and requires a considered and proportionate approach to any proposed restrictions sought to be imposed. Best interest decisions will need to be made on behalf of a person such as clearing and cleaning the property but this has to be balanced with considerations around the emotional distress that this can cause.

Signed: S Holmes

Dated: 4 December 2025

### **4.3 Equalities Implications**

Our Public Sector Equality Duty (PSED) requires us to eliminate unlawful discrimination, advance equality of opportunity and foster good relations between those who share a protected characteristic as defined by the Equality Act 2010 (sex, sexual orientation, gender reassignment, disability, race, religion or belief, marriage and civil partnership, pregnancy and maternity, age) and those who do not. The Council also has an obligation to treat people in accordance with their Convention rights under The Human Rights Act, 1998.

In keeping with our PSED, we are required to pay due regard to any negative impacts on people with protected characteristics arising from our decisions (and this would include decisions on how we deliver our services) and put in place mitigating actions to reduce or remove those negative impacts.

Whilst there are no direct equality implications arising from this report as it is for noting, it provides an overview of the issues relating to self-neglect, from the perspective of adult social care and will impact on people from across a range of protected characteristics. Whilst self-neglect is a not a protected characteristic, if it is a symptom or result of an underlying condition, such as dementia, depression, then the underlying condition may qualify as a disability under the Equality Act. We need to ensure that when a safeguarding concern is raised, including for self-neglect, the person’s protected characteristics are recognised in the risk assessment and responses, and these need to be included in the Team Leader Safeguarding Adults Forum on Self neglect and highlighted at the LLR Safeguarding Adult Board Audit subgroup.

Signed: Sukhi Biring, Equalities Officer

Dated: 18 November 2025

### **4.4 Climate Emergency Implications**

Whilst the overall climate emergency implications arising from this report are minimal, service delivery generally contributes to the council's carbon footprint. Any impacts could be managed by minimising travel, encouraging the use of sustainable travel options and using buildings and materials efficiently.

Signed: Phil Ball, Sustainability Officer, Ext 2246

Dated: 30 October 2025

#### **4.5 Other Implications**

None

Signed:

Dated:

#### **5. Background information and other papers:**

None

#### **6. Summary of appendices:**

Practice Examples (ppt)



# Practice Examples

The Complexity of Self-Neglect

# “Marnie”

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Marnie was a 72-year-old lady who lived with her husband and son. She also had a daughter.

After a fall and hospital admission, Marnie was assessed by ASC and found to be eligible for support. However, once home, carers were turned away from the door. Over the next three months, lots of contacts were received from other professionals, all very concerned about the home conditions and impact on Marnie’s health.

A safeguarding enquiry was started. Marnie was visited by a Dr and Approved Mental Health Professional and agreed to a voluntary admission to a community hospital for healthcare.

Marnie was assessed as having capacity – she went to a care home briefly, whilst social care staff tried to engage her husband in clearing the home environment. This was unsuccessful.



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Marnie discharged herself from the care home against advice – staff could not stop her as she had capacity and was not subject to a Deprivation of Liberty Safeguards order. Care was still declined and whilst a protection plan was put in place to ensure concerns about Marnie were escalated if seen, there was little more staff can do.

Multi-agency safeguarding meetings took place every 3 weeks.

Marnie became unwell again, refusing hospital admission and concerns escalated regarding her husband's coercive control. Marnie agreed to care at home but again did not engage with the staff and refused access to a social worker who visited her at home.

Marnie was admitted to hospital and died, 10 months after first coming to our attention.

# Reflections

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- The risks to Marnie were swiftly identified and treated as a safeguarding matter
  - Marnie's circumstances were chronic, prior to her becoming known to ASC.
  - Marnie consistently refused support from a range of professionals
  - Marnie's husband was equally disengaged, adding a further barrier to making improvements in the home conditions
  - Marnie's capacity was carefully assessed in hospital – as she had capacity, this limits the options for intervention
  - There was considerable multi-agency working but in the time frame, no solution was available to enforce actions against Marnie's will

# “Darren”

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Darren is 53. He is well known to various agencies / emergency services due to his chronic substance misuse, associated health and social issues and his difficulties staying safe. He self-neglects to a serious extent and finds it hard to engage but was felt to have capacity when not intoxicated.

Reablement care was being provided following his most recent hospital discharge – but it was proving difficult to provide care and Darren was most often intoxicated. He was mis-managing his medication.

Darren was being managed via the Vulnerable Adults Risk Management process – to support joint working to reduce the risks to Darren’s safety and wellbeing. However, no progress was being made and the risks were increasing.

The Safeguarding Adult Board escalation process was used to draw senior leaders into the conversation.

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- The escalation process agreed extra-ordinary actions to try and reduce risks and engage with Darren:
  - To increase reablement visits to build a better picture of Darren's life, as a short-term action
  - Joint visits by social worker and GP to review medication and care options and to start capacity assessments
  - To build a team around Darren – with regular communication and coordination of activity
  - Engage Darren's daughter who is supportive but finds it difficult to help Darren when he is drinking so heavily

# Reflections

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- This was a long-standing, entrenched situation and people knew Darren could die through unintentional neglect or his substance misuse
  - Escalating the risks allowed senior leaders to make 'out of the ordinary' decisions, which Darren was able to engage with

As a result:

- Darren is safer at home and accepting regular help from a personal assistant
- His daughter is his appointee for finances, so he has money for the things he needs
- He has regular support for his addictions although they persist
- He has not been admitted to hospital for 6 months
- His situation has been stable enough to de-escalate to usual support oversight.



## Adult Social Care Scrutiny Commission

### Work Programme 2025-2026

Meeting Date	Item	Recommendations / Actions	Progress
<b>26 June 2025</b>	<i>Items TBC:</i> <ol style="list-style-type: none"> <li>1. CQC update? (timeline)</li> <li>2. Engagement on Dementia</li> <li>3. Social Care and education quarterly dashboard</li> <li>4. Leading better lives</li> </ol>		
<b>28 August 2025</b>			Meeting cancelled, CQC item moved to 13 <sup>th</sup> November.
<b>13 November 2025</b>	<i>Items TBC:</i> <ol style="list-style-type: none"> <li>1. CQC report</li> <li>2. Care Arrangement Fees</li> </ol>		

Meeting Date	Item	Recommendations / Actions	Progress
<b>15 January 2026</b>	<i>Items TBC:</i> <ol style="list-style-type: none"> <li>1. Budget</li> <li>2. Quarterly Performance Update</li> <li>3. Reablement Inspection Verbal update</li> <li>4. Self-neglect</li> </ol>		
<b>12 March 2026</b>	<ol style="list-style-type: none"> <li>1. CQC Action Plan Update</li> <li>2. Loneliness and Social Isolation</li> <li>3. Diverse by Design</li> <li>4. Employment Rights Bill</li> </ol>	<ol style="list-style-type: none"> <li>3. To include equalities</li> </ol>	
<b>23 April 2026</b>	<ol style="list-style-type: none"> <li>1. LDeR Report</li> <li>2. Neurodiversity (Autism delivery)</li> <li>3. Carers</li> </ol>		

Director's suggestions	Chair's Suggestions



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### Forward Plan Items (suggested) 2024-25

Topic	Detail	Proposed Date
Dementia	To come back with lived experience Case Studies as per June Scrutiny meeting actions.	
Young Carers/Carers		
Supported Housing		
ASC Priority plan		
Neighbourhood Teams		
Internal work force? Unions? EM Care?		
Leading better lives?		
Diverse by Design	Added to Work Programme as part of the June 25 Scrutiny meeting actions.	
Examine rationale between residential and domiciliary care.	Following June 25 Scrutiny meeting.	

[illegible]

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