Agenda Item 10

Leicestershire
County Council

ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
21 JANUARY 2019

NATIONAL PERFORMANCE BENCHMARKING 2017/18 AND
PERFORMANCE REPORT 2018/19 – POSITION AT NOVEMBER 2018

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

Purpose of Report

1. The purpose of this report is twofold: firstly to highlight the comparative performance position in 2017/18 through national benchmarking, and secondly to present the Committee with an update of the Adults and Communities Department's performance at the end of November 2018.

Policy Framework and Previous Decisions

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

Background

3. At a national level adult social care performance is monitored via the Adult Social Care Outcomes Framework (ASCOF). This set of indicators is reported annually and NHS Digital published the 2017/18 position in October 2018. Comparative performance across councils is highlighted from paragraph 7 onwards. For library services the Chartered Institute of Public Finance and Accountancy (CIPFA) releases data over a range of metrics and compares counties that have a similar size and make up.

4. The metrics detailed in Appendix A of the report are based on the key performance measures of the Adults and Communities Department for 2018/19. These are reviewed through the annual business planning process to reflect the key priorities of the Department and the Council. The structure of Appendix A is aligned with the Vision and Strategy for Adult Social Care 2016-2020, '*Promoting Independence, Supporting Communities*'. This strategic approach is designed to ensure that people get the right level and type of support, at the right time to help prevent, reduce or delay the need for ongoing support, and maximise people's independence. This 'layered' model has been developed to ensure the obligations under the Care Act 2014 are met and Appendix B of the report outlines the four central aspects of the Strategy – Prevent, Reduce, Delay and Meet needs.

5. Appendix A is also structured in line with the Council's Strategic Plan 2018-22 – *Working Together for the Benefit of Everyone*. This sets out the Council's overall

policy framework and approach, and includes a high level overview of a number of strategies which provides the detail on how the authority plans to deliver positive change for Leicestershire.

6.	Progress against targets is highlighted using a Red/Amber/Green (RAG) system and Appendix C sets out the description of each category.

Benchmarking of 2017/18 Performance

7.	There were 24 metrics in the 2017/18 ASCOF, two fewer than the previous year due to the biennial carer's survey not being undertaken. Performance against half the metrics was above the national average whilst the other half fell below; a position not too dissimilar to the previous year. The number of indicators in the top quartile, ie amongst the top 25% of authorities, remained unchanged although as a proportion of the ASCOF set it was a small improvement. The number of indicators in the bottom quartile, however, increased considerably and accounts for approximately a third of the ASCOF set. These primarily relate to performance measures sourced from the annual adult social care survey.

8.	Areas where Leicestershire performed comparatively well at a national level include the use of direct payments for service user and carers, employment and accommodation for people with learning disabilities, permanent care admissions, reablement and in particular the very low number of delayed transfers of care attributable to adult social care. Comparative performance is commented on in more detail for each of the adult social care metrics reported in the current performance section of the report.

9.	There was no carers' survey in 2017/18 so the only survey indicators in the ASCOF were those that relate to service users. Of the eight metrics sourced from this survey six were in the bottom quartile, one just below average and one above average (helping people feel safe). Poor performance related to areas such as control over daily life, social contact, finding information, and of particular concern due to being significantly lower than the national average, general quality of life and overall satisfaction. Specific analysis is underway to better understand the relationship between these differing factors. In addition, preparations are being made for one to one interviews with a small number of respondents to identify, from a more qualitative perspective, why the findings are lower than wished.

10.	Quality standards for contracted services, such as residential placements and domiciliary care, form part of the core agreement and providers are monitored by the Care Quality Commission (CQC) against these standards. In October 2018, CQC released 2017/18 performance in its publication '*The state of health care and adult social care in England*'. In Leicestershire, 87% of local providers are rated as good or outstanding, which is above the national average of 82%; 12% require improvement (17% nationally) and 1% are assessed as being inadequate (1% nationally also).

11.	Each year CIPFA releases library data over a range of metrics and compares counties that have a similar size and make up. The data reflects 2016-17 actuals and estimates for 2017-18, and the profile used is that of nearest neighbours; authorities of a similar size to Leicestershire. The severity of the financial challenges facing the County is reflected in Leicestershire's 2017-18 estimates showing net

expenditure in the bottom quartile, spending £7,314 per 1,000 population against a nearest neighbour average of £8,499. The transfer of over 30 libraries to volunteer management is reflected in Leicestershire having the lowest staff per 100,000 population estimated (14.5 against nearest neighbour average of 21.8).

12. Leicestershire is in the bottom quartile for active borrowers per 1,000 population and physical visits for library purposes per 1,000 population. However, it should be noted that the profiles do not reflect the use of libraries for community purposes, as evidenced by the direction taken by community managed libraries, where more work is being undertaken to make libraries community hubs for their local areas.

13. Leicestershire is in the bottom quartile for book loans against nearest neighbours overall, with loans to children performing slightly better and being in the third quartile. However it is marginally above the nearest neighbour average of expenditure on materials (second quartile: 12% material expenditure as a percentage of total revenue expenditure against an average of 11%).

14. Leicestershire is in the upper quartile for the percentage of libraries that provide public access Wi-Fi (100%) and the second quartile for the number of electronic workstations per 100,000 population, but in the lower quartile for the number of hours that the IT has been used per 1,000 population. This suggests that work is required to review the balance between available IT and its take-up.

Performance Update: April to November 2018

15. Appendix A includes four key measures to reflect each of the four layers of the Vision and Strategy. Each of these monitors the proportion of new contacts from people requesting support and what the sequels of these requests were. Between April and November 2018 there were 17,165 new adult social care contacts, of which 55% resulted in a preventative response, such as universal services or signposting. A further 22% resulted in a response relative to reducing need, such as providing equipment or adaptations and 13% resulted in a response relative to delaying need, ie the provision of a reablement service that supports people to relearn the skills required to keep them safe and independent at home. Finally, 10% resulted in a long-term service such as a personal budget.

16. The overall number of visitors to heritage sites between April and November was 2% higher than the equivalent period last year. The Century Theatre, 1620s House and Garden, Melton Carnegie and Charnwood museums have all seen increased visitors, whilst Bosworth Battlefield has 7% fewer.

17. There has been a national downward trend in the number of visits to libraries, including those in Leicestershire. As such, the 2018/19 targets were agreed with this in mind. Between April and November 2018 there were 627,000 visits to Leicestershire libraries, 5% lower than the comparable period last year. Work to adapt libraries to smart libraries will have had an impact on current numbers due to closures for the work to take place.

18. The number of books issued, however, is 1% higher than the comparable period last year, possibly due to visitors taking more books out in anticipation of the short-term closures. Appendix A also contains the number of loans from all community libraries,

including those which are community managed or due to become community managed.

19. An additional two libraries metrics are included to reflect the priorities around children's loans and e-loans. Between April and November 2018 there were 412,000 children's loans which is on track to meet the year-end target of 575,000. With regards e-loans, these continue to show a marked increase – 145,000 between April and November 2018, compared to 87,000 during the comparable period the year before.

20. The Leicestershire Adult Learning Service's (LALS) performance relates to the proportion of learning aims due to be completed in a period successfully achieved. For the academic year 2017/18, the proportion of 93% met the target and was an improvement on the previous year. For the academic year 2018/19 up to November, the figure is lower at 85%, although this is often the case as learners that are not fully committed tend to withdraw early in the academic year and this skews initial performance figures.

21. Volunteering programmes are a priority for the department in relation to libraries, museums and heritage services. Between April and November 2018 there were 17,000 hours of volunteering, 4% fewer than the same period last year. This reduction relates to volunteering at council run libraries and again will be affected by the adaptations to smart libraries.

22. The nature of accommodation for people with learning disabilities has a strong impact on their safety, overall quality of life, and reducing social exclusion. One of the ASCOF indicators monitors the proportion of service users aged 18-64 with a learning disability who are in settled accommodation and not in a care home. Leicestershire performance in 2017/18 was 80%, higher than the national and shire council's average (77% and 75% respectively). Further improvement has been made between April and November with performance now at 81%.

23. ASCOF 1E measures the proportion of adults with learning disabilities who are receiving long-term services and are in paid employment. There is a strong link between employment and enhanced quality of life, including evidenced benefits for health and wellbeing. Performance last year was 11% and in the top quartile nationally. This high level of performance has since been maintained through the period April to November.

24. Reducing delayed transfers of care from hospital is a national priority and monitored through the Better Care Fund (BCF). Between April and October (data is published nationally two months in arrears) the average number of delayed days per month, where the delays were attributable to adult social care, was 75; the equivalent figure during 2017/18 was considerably higher at 188 days per month. Compared with other similar shire councils, Leicestershire remains one of the better performing authorities with the second lowest number of delays per month attributable to adult social care.

25. During 2017/18, 80% of people who received reablement support had no need for ongoing services following the intervention. This level of performance was slightly better than the national average (78%). Between April and November performance

has improved further to 84%; a figure that is closer to the top quartile of authorities (more than 86%).

26. A key measure in the BCF is the ASCOF metric which measures the proportion of people discharged from hospital via reablement services who are still living at home 91 days later. During 2017/18 performance (86%) was better than the national average (83%) although short of the top quartile (over 89%). Performance between April and November (90%) shows further improvement and is on track to meet the 2018/19 target of 87% and potentially be in the top quartile.

27. Avoiding permanent placements in residential or nursing care homes is a good indication of delaying dependency. Research suggests that where possible, people prefer to stay in their own home rather than move into permanent care. For people aged 18-64 performance has been in the top quartile for the past three years. There were 14 admissions between April and November 2018 giving a full-year forecast for 2018/19 of 21 admissions – a marked reduction on the previous year (37).

28. For people aged 65 or over there were 965 admissions in 2017/18, which was lower than the national average and in the second quartile. During the first four months of 2018/19 the number of admissions increased, although since August the numbers have improved and whilst the full year forecast (896) remains slightly higher than the target (less than 890) the trend suggests this may change in the coming months.

29. The County Council remains committed that everyone in receipt of long-term, community-based care should be provided with a personal budget, preferably as a direct payment. During 2017/18, the ASCOF measures relating to service users and carers were all above the national average, with the proportion of service users in receipt of a cash payment (54%) in the top quartile. Between April and November performance has remained similar and on track to meet the 2018/19 targets.

30. Since April 2018 there have been over 1,100 safeguarding enquiries completed, a 6% increase on the equivalent period in the previous year. The proportion of these which were substantiated has increased from 45% in 2017/18 to 51% between April and November 2018.

31. Developing a safeguarding culture that focuses on the personalised outcomes desired by people with care and support needs who may have been abused is a key operational and strategic goal of the Care Act. Of the safeguarding enquiries completed in the first quarter where an outcome was expressed, 95% were fully or partially achieved.

Conclusions

32. This report provides a summary of benchmarked performance in 2017/18 and an update for the period April to November 2018.

33. Overall, performance in 2017/18 was not too dissimilar from the previous year with half of the indicators being above the national average. More notable however was the third of metrics in the bottom quartile - primarily down to poor results from the adult social care survey. As noted in paragraph 9 above, further analysis is underway to better understand the survey findings.

34. Aside from Wi-Fi access and electronic workstations, comparison of libraries data could be better. This will partly be due to the transfer of libraries to be community managed which affects the data included in the CIPFA profiles due to restrictions of the guidance and definitions.

35. Performance since April has been very good. There are areas of excellent performance, not least the significant reduction in delayed transfers of care. In contrast there are a few areas where performance isn't quite meeting the target such as permanent care admissions of people aged 65 or over. Details of all metrics will continue to be monitored on a monthly basis through the remainder of the year.

Background papers

- Adult Social Care Outcomes Framework
  https://www.gov.uk/government/publications/adult-social-care-outcomes-framework-handbook-of-definitions

- Leicestershire's Better Care Fund Plan 2016/17 – Delivering our vision and for health and integration
  http://www.healthandcareleicestershire.co.uk/download/Leicestershire-BCF-Plan-2017-19.pdf

- Leicestershire County Council Strategic Plan 2018-22
  https://www.leicestershire.gov.uk/about-the-council/council-plans/the-strategic-plan

- Leicestershire County Council Vision and Strategy for Adult Social Care 2016-20
  http://corpedrmsapp:8087/Intranet%20File%20Plan/Departmental%20Intranets/Adults%20and%20Communities/2012%20-%2013/Departmental%20Administration/ASC%20Policies%20and%20Procedures/ASC_Strategy_2016-2020_P0358_12.pdf

- Department of Health NHS Social Care Interface Dashboard
  https://www.gov.uk/government/publications/local-area-performance-metrics-and-ambitions

Circulation under the Local Issues Alert Procedure

None.

Equality and Human Rights Implications

36. The Adults and Communities Department supports vulnerable people from all diverse communities in Leicestershire. However, there are no specific equal opportunities implications to note as part of this performance report. Data relating to equalities implications of service changes are assessed as part of Equality and Human Rights Impacts Assessments.

Other Relevant Impact Assessments

Partnership Working and Associated Issues

37. BCF measures and associated actions are overseen and considered by the Integration Executive and Health and Wellbeing Board.

Appendices

- Appendix A - Adults and Communities Department Performance Dashboard for April to November 2018
- Appendix B – Adult Social Care Strategic Approach
- Appendix C – Red/ Amber/Green (RAG) Rating - Explanation of Thresholds

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