



ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
20 JANUARY 2020

NATIONAL PERFORMANCE BENCHMARKING 2018/19 AND
PERFORMANCE REPORT 2019/20 – POSITION AT NOVEMBER 2019

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

Purpose of Report

1. The purpose of this report is twofold: firstly, and primarily, to highlight the comparative performance position in 2018/19 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 2019.

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 2018/19 position in October 2019. 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. Comparative performance across councils is commented on in paragraphs 7-22.
4. The metrics detailed in Appendix A of the report are based on the key performance measures of the Adults and Communities Department for 2019/20. 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, approach, and includes a high level overview of a number of

strategies which provide 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 2018/19 Performance

7. With regards to benchmarking of performance, there were several key documents published during the autumn of 2019:
 - IMPOWER Index was published by the consultancy IMPOWER;
 - Adult Social Care Outcomes Framework was published by NHS Digital;
 - Health and social care ratings were published by the Care Quality Commission (CQC);
 - Adult Social Care Use of Resources report was published by the Local Government Association (LGA).
 - Public library statistics published by CIPFA – published in the spring 2019.
8. The annual '*Which Councils are Best*' report published by IMPOWER ranked the most productive – or outcome value per pound spent - councils in England, and for the third year running Leicestershire County Council was ranked number one. IMPOWER uses seven lenses to assess performance, and from an adult social care perspective the authority ranked sixth out of 152 for services to older people, eighth for all-age disability, and third in terms of the interface between Health and Social Care.
9. There were 29 metrics in the 2018/19 ASCOF, five more than the previous year due to the inclusion of the biennial carers' survey. Performance against approximately 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, i.e. amongst the top 25% of authorities remained unchanged at four, although as a proportion of the ASCOF it was a small reduction from 2017/18. The number of indicators in the bottom quartile reduced by one from nine to eight. In addition, there were six metrics where increased performance meant an improved quartile between 2017/18 and 2018/19; in contrast three reduced quartile between the two years.
10. Areas where Leicestershire performed comparatively well at a national level include, employment and accommodation for people with learning disabilities, reablement, and in particular, the use of direct payments and the very low number of delayed transfers of care attributable to adult social care (both of which were in the top quartile). 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.
11. Thirteen metrics in the ASCOF were sourced from the service users' and carers' surveys. Performance against nine of these was below national average with six being in the bottom quartile. Areas of poor performance include quality of life, social contact, and finding information. Feedback from carers was slightly better than from service users and ranked in the second quartile in areas such as quality of life and being included in consultations about the person they care for.

12. Quality standards for contracted services such as residential placements and domiciliary care form part of the core agreement and providers are monitored by the CQC against these standards. In October 2019, CQC released 2018/19 performance in its publication '*The state of health care and adult social care in England*'. In Leicestershire, three-quarters of local providers are rated as good or outstanding compared to a national figure of 84%. For nursing homes (80% rated as good or outstanding) and domiciliary care (74%), the proportion is higher in Leicestershire than the national position (73%) for nursing care and 70% for domiciliary care). For residential care (77%) and community care services (64%) it is slightly lower than the national average (82% for residential care and 76% for community services). In addition, 16% require improvement in Leicestershire although none are assessed as being inadequate (nationally it is 1-2%). A further 9% were not rated during the period.
13. In November 2019, the LGA published their *Adult Social Care Use of Resources* report for 2018/19. This uses cost and activity data to compare each authority within the local region e.g. East Midlands, or against other similar shire authorities. A fuller report with background documents will be presented to the Committee at its March meeting.
14. Requests for support in Leicestershire did not differ greatly when compared with other authorities. The adult population aged 18 or over in Leicestershire had a rate of requests for support of 4.6% compared to 4.3% nationally, 4.8% in the East Midlands and 4.4% across similar shire authorities. For the older population the rate in Leicestershire (14.1%) was higher than the national rate (13.4%) and that of other comparable shire authorities (12.6%) whilst being lower than the rate for the East Midlands (15.1%).
15. Of the requests for support 8% of those aged 18-64 resulted in long-term services compared to 6% nationally, 5% in the East Midlands and 8% amongst similar shire authorities. For requests relating to people aged 65 or over, 10% resulted in long-term services compared with 10% nationally, 9% in the East Midlands, and 11% amongst similar shire authorities.
16. For each long-term service user aged 18-64, the gross cost to Leicestershire in 2018/19 was £22,000 whereas the national figure was £25,200, the figure in the East Midlands was £24,400, and the average of similar authorities was £26,000. For people aged 65 or over, the gross expenditure in 2018/19 was £10,600 per service user. Comparable figures were £14,300 nationally, £15,000 in the East Midlands and £15,500 amongst similar shire authorities.
17. The average weekly cost for long-term residential or nursing care in Leicestershire for people aged 18-64 was £1,150 during 2018/19. This is lower than all three comparable areas: nationally (£1,271), East Midlands (£1,213), and similar shire authorities (£1,326). For people aged 65 or over it is a similar picture with average weekly costs being lower than comparators: Leicestershire (£593), national (£650), East Midlands (£622), and similar shire authorities (£668).
18. 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 2017-18 actuals and estimates for 2018-19, and the profile used is that of nearest neighbours -

authorities of a similar size to Leicestershire (note the 2018-19 *actuals* are not released until early 2020).

19. Leicestershire is in the bottom quartile for active borrowers per 1,000 population and physical visits for library purposes per 1,000 population. It should be noted, however, 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.
20. Leicestershire is also in the bottom quartile for overall book loans when compared against its nearest neighbours, although strategic investment in children's books has resulted in higher loans than average. In addition, a low level of book stock – 779 per 1,000 population compared to an average of 998 per 1,000 population - means that Leicestershire is ranked 14th out of 15 nearest neighbour authorities. Having the lowest total staff numbers per 1,000 population and reduced opening hours during the reporting period will have impacted on performance levels. The introduction of SMART Libraries - operational from April 2019 - across 14 of the largest council funded libraries has enabled an additional 30 hours of public access time to be introduced and will improve this position.
21. Increased issues of audio, visual and electronic items resulted in Leicestershire being ranked in the third quartile – 112 per 1,000 population compared to an average of 118 per 1,000 population.
22. The severity of the financial challenges facing the County is reflected in Leicestershire's 2018-19 estimates showing net expenditure for libraries (£8,374) as being below the national average (£11,709) and below the nearest neighbour authorities' average (£8,676).

Performance Update: April to November 2019

23. 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 2019 there were 18,200 new adult social care contacts, of which 60% resulted in a preventative response, such as universal services or signposting. A further 17% resulted in a response relative to reducing need, such as providing equipment or adaptations and 12% resulted in a response relative to delaying need, i.e. the provision of a reablement service that supports people to relearn the skills required to keep them safe and independent at home. Finally, 11% resulted in a long-term service such as a personal budget.
24. The overall number of visitors to heritage sites between April and November was 3% lower than the equivalent period last year. The 1620s House and Garden and Melton Carnegie are the two sites that have shown an increase on the previous year (+1% and +6% respectively). The service has been working to develop and broaden the offer at Bosworth Battlefield considering changing visitor patterns, and as a result has created some new activities, for example, family and children's trails. These are attracting additional visitors and will be reflected in performance reporting from April 2020.

25. There has been a national downward trend in the number of visits to libraries, including those in Leicestershire. As such, the 2019/20 targets were agreed with this in mind. However, between April and November 2019 there were 777,000 visits to Leicestershire libraries including website visits, which is an 8% increase on the comparable period last year. Work to adapt libraries to SMART libraries will have had an impact on the 2018/19 numbers due to closures for the work to take place.
26. An additional two libraries metrics are included to reflect the priorities around children's loans and e-loans. Between April and November 2019, there were 547,000 children's loans which is on track to meet the year-end target of 575,000. With regards to e-loans, these continue to show a marked increase – 250,000 between April and November 2019, compared to 145,000 during the comparable period the previous year.
27. Volunteering programmes are a priority for the department in relation to libraries, museums and heritage services. Between April and November 2019 there were 19,000 hours of volunteering, 22% higher than the same period last year. This increase relates to volunteering at council run libraries and again will be affected to some extent by the adaptations to SMART libraries during the previous year.
28. The Leicestershire Adult Learning Service's (LALS) performance relates to the proportion of learning aims due to be completed in a period that were successfully achieved, and for the academic year 2019/20 up to November, the figure is 90%. This is higher than the 86% target.
29. There is a strong link between employment and appropriate accommodation with enhanced quality of life for people with learning disabilities including health and wellbeing and reduced social exclusion. Performance in 2018/19 was above the national average for both metrics, with the rate of employment being in the top quartile. This high level of performance (11% being in employment, and 82% in settled accommodation) has continued during the period April to November 2019.
30. 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 a month in arrears) the average number of delayed days per month, where the delays were attributable to adult social care, was 156; the equivalent figure during 2018/19 was considerably lower at 94 days per month and in the top quartile nationally. Despite this recent increase, performance remains within target and the second lowest amongst other similar shire authorities.
31. Reablement is a short and intensive service to help people who have experienced deterioration in their health and/or have increased support needs to relearn the skills required to keep them safe and independent at home. The ASCOF contains two metrics to measure a local authority's performance in this area – the proportion with continued needs post reablement, and where people live 91 days following hospital discharge and reablement. During 2018/19, performance in Leicestershire was above the national average for both metrics. Since April 2019, the proportion of people requiring no further services has continued to improve, reaching 88%, whilst where people live 91 days later has fallen slightly to 86%.
32. 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 remained above the national average in 2018/19, whilst the number of admissions of people aged 65 or over was such that performance fell and was ranked in the third quartile. There have been 20 admissions of working age adults since the start of April ensuring performance is on track to meet the 2019/20 target. However, for people aged 65 or over, there have been 590 admissions since April and as such performance is currently forecast to miss the target.

33. 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 2018/19, the ASCOF measures relating to service users and carers in receipt of a direct payment were above the national average (the proportion of service users in receipt of a direct payment was in the top quartile). The proportion in receipt of a personal budget – 96.7% of service users and 99.3% of carers - was very high and above the national average, although fell slightly short of the top quartile (100%). Performance since April has been on track to meet the 2019/20 targets apart from the proportion of service users in receipt of a personal budget. Work is currently underway to improve this position which is primarily due to data recording.
34. Since April 2019 there have been 650 safeguarding enquiries completed, which is 43% less than the equivalent period of the previous year. This is to be expected due to a new focus of the Safeguarding team i.e. not progressing all cases to an enquiry without first triaging the contact more effectively to ensure thresholds are being met. Of the safeguarding enquiries completed since April where an outcome was expressed, 94% were fully or partially met.

Conclusions

35. This report provides a summary of benchmarked performance in 2018/19 and an update of performance during the more recent period, April to November 2019.
36. Overall, adult social care performance in 2018/19 was not too dissimilar from the previous year with approximately half of the indicators being above the national average. Performance remains strong in areas such as supporting people to gain or regain independence (reablement, accommodation and employment) and effectiveness and efficiency such as keeping delayed transfers of care low and having a higher proportion of service users with a direct payment.
37. Service user and carer feedback remain the areas of concern within the ASCOF set of measures. As such, a customer experience steering group has recently been set up with a specific improvement plan and a dedicated Customer Experience Officer. There is also an aspect of the local Target Operating Model focussed on customer feedback.
38. Libraries performance remains relatively low compared to nearest neighbour authorities. However, it should be noted that current CIPFA methodology has been in place for some time, and although its guidance has attempted to reflect changes to the library landscape over the last five years, it does present some complications in recording. For example, visits do not include those to community managed libraries and issues do not include e-loans. Moving forward, the library service will plan for a

broader shift to e-loans, primarily for working age adults, and continue to develop the investment in children and family related book stock.

39. Performance since April has been good and there are particular areas of excellent performance, such as the high proportion of people not needing an ongoing service following reablement, and the level of volunteering. In contrast there are a few areas where performance remains short of the target, such as permanent care admissions of people aged 65 or over, and the use of personal budgets. Details of all metrics will continue to be monitored on a monthly basis through the remainder of the year.

Background papers

- IMPOWER – Which Councils are Best
<https://www.impower.co.uk/reports/which-councils-are-best-2>
- NHS Digital – Measures from the Adult Social Care Outcomes Framework. England, 2018-19
<https://bit.ly/2MRjVAF>
- Care Quality Commission – The State of Health Care and Adult Social Care in England 2018-19
<https://www.cqc.org.uk/publications/major-report/state-care?banner=>
- CIPFA – Public Library Statistics
<https://bit.ly/36r8w2g>
- Leicestershire County Council Strategic Plan 2018-22
<https://www.leicestershire.gov.uk/about-the-council/council-plans/the-strategic-plan>
- Leicestershire County Council – Promoting Independence, supporting communities – Our Vision and Strategy for Adult Social Care 2016-20
<https://bit.ly/2MQyJ29>

Circulation under the Local Issues Alert Procedure

None.

Equality and Human Rights Implications

40. 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

41. 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 2019
- Appendix B – Adult Social Care Strategic Approach
- Appendix C – Red/ Amber/Green (RAG) Rating - Explanation of Thresholds

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